

AN ANALYSIS OF THE INTERNAL  
ORGANIZATIONAL STRUCTURES OF  
SELECTED PUBLIC JUNIOR COLLEGES  
IN FLORIDA

By  
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## DEDICATION

This study is dedicated to my wife, Virginia. Without her love and devotion, patience, understanding, assistance, and faith this project could not have been successfully concluded.

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## CHAPTER I

### INTRODUCTION

The phenomenal growth of Florida's public junior colleges has taken place principally within the past 8-10 years, directly stemming from the plan outlined by the Community College Council and presented to the Florida Legislature in 1957. In 1956 Florida had only 5 publicly supported junior colleges with a total enrollment of 4,400. Due largely to legislative action in 1957, Florida, by the fall of 1960, had 24 public junior colleges with an enrollment of over 15,000 (2:1). Over half the freshmen entering college in Florida in the fall of 1964 were in junior colleges. Over 70 percent of Florida high school seniors were in commuting distance of a junior college in 1964 (6:1-3).

As of fall, 1965, Florida had a total of 24 public junior colleges in operation with a total enrollment of 74,662 and all but 3 having enrollments of over 500. Long-range plans call for 27 junior colleges in Florida being placed within commuting distance of 99 percent of the state's population (6:1-3). Looked at from a national standpoint, "Two-year colleges should be roughly within commuting distance of every high school graduate, except in sparsely settled regions." (64:46)

#### Background of Junior College Legal Structure in Florida

Section 230:47, Florida Statutes, places the public junior college directly under the County Board of Public Instruction for the county in which it is located. The publicly supported junior college in Florida is therefore a part of the local public school system by law (6:4), with the

Florida State Board of Education prescribing minimum standards for junior colleges and counties prescribing additional standards as desirable. Long-range state junior college plans assume that no junior college will be operated in connection with a secondary school.

The fact remains that several Negro junior colleges and one white junior college were established on the campuses of secondary schools, but from the very beginning these practices were understood to be purely interim measures. Long-range plans called for Negro junior colleges (established in this manner) to be later consolidated--integrated--with the white junior colleges in each area.

The question of what kind of overall organizational framework the junior college is to be placed in has been a burning question for years. A prevalent concept several years ago--particularly in California--was that the junior college was to be an extension of the high school as simply the thirteenth and fourteenth grades. This concept was widely known as the 6-4-4 Plan, and by 1940 about 40 systems in the United States had gone in the direction of the 6-4-4 Plan (44). Regardless of the merits and demerits of the 6-4-4 Plan, this was generally dropped as a school pattern during the late 1940's and early 1950's (44). The school pattern which is prevalent in Florida today could be termed the 6-3-3-2 Plan, where the public junior college is legally a part of the local school system, but still regarded as part of higher education and organized separately. This is in keeping with the American Association of Junior Colleges' recommendation that junior colleges not be combined with the administration of a high school or other unit, but should be a

part of higher education as a separate institution (34:433). Junior colleges in Florida are therefore defined ". . . as higher education at the local level." (2:11)

Sections 228.041 and 228.14, Florida Statutes, define the junior college as ". . . an educational institution operated by a county board as part of a county school system under specific authority and regulations of the state board," and offering ". . . (a) a program of general education consisting of classical and scientific courses in the thirteenth and fourteenth grades parallel to that of the first and second years of work at a senior four-year state institution of higher learning, (b) terminal courses of technical and vocational nature, and (c) courses for adults."

This means that the nature of the junior college is quite different from a typical four-year degree-granting university. It is not designed to repeat the pattern of the university because junior colleges subscribe to goals not sought by other kinds of institutions. Johns (64:3) maintains that "The organizational structure of an institution is created to divide the labor and to coordinate the work of the institution." Therefore the organizational structure of any particular junior college will depend upon the purposes that particular junior college is trying to achieve. Since the junior college is uniquely a community-oriented institution, "There is and there should be a wide variance in the policies, procedures, and ways of operating local community junior colleges." (2:2-3)

To emphasize this point, Florida Law specifically states that the junior college advisory committee, working with the president, makes

recommendations to the county board relating to personnel, curricula, finance, and general policies. "Each junior college establishes an internal organization in accordance with the desires, opinions, and the needs of the people who work in that institution. Therefore, to discuss institutional organization is to recognize also that each college is not only free but is encouraged to develop its own structure." (2:24) But the structure chosen must accomplish certain basic things, and it is in the area of how the institution is internally structured to accomplish its goals that this study will deal.

State-wide coordination of Florida's public junior colleges is accomplished by the State Junior College Board. The Director of the Division of Community Junior Colleges, State Department of Education, serves as executive secretary to the Board, and the director, through the Division's activities, carries out the responsibilities of the state in finance as well as State Board of Education regulations.

Thus the public junior college in Florida is a joint effort between the county and the state, each sharing a part of the costs of establishing and maintaining the junior college and each playing a specified and specialized role in the life of the institution.

#### Junior College Internal Organizational Structure

In spite of phenomenal growth, the junior colleges in general do not have a well-defined image (34:433). Especially is there little agreement in the areas of organizational structure and control. Presthus argues that structure and control have overcome spirit and purpose in universities (23:350). As junior colleges become larger, there is danger

of similar charges against them. Gross (23:350) maintains that there is serious disparity between goals and structural arrangements. Millett (23:349) maintains that colleges and universities should be organized as communities of authority, not as hierarchies of authority.

This question of how best to organize the internal administrative structure of the junior college in order to serve its students, its community, its state, and its society effectively has, therefore, not really been answered beyond vague statements to the effect that organization must take community needs into consideration, since communities are different and have different needs to be met. Florida State Board of Education Regulation 130.52 states that the junior college administration ". . . should have as its purpose service to the students and to the community. Policies and actions should reflect the stated objectives of the college."

The very core of the junior college is service.

The human personality being what it is, the over-expansion of structure for reasons other than service to students can be a serious impediment to effective administration. Administration is creative. That is, it provides both the structure and the functions necessary for the systematic operation of an organization. Furthermore, it maintains equilibrium and stability within the organization, hopefully without stultifying the creativity of individuals and the necessary trend toward gradual change and improvement. (11:171)

Blocker, Plummer, and Richardson further state that ". . . if higher education is to improve educational services to students, the administrative structures of colleges must be organized for service, rather than for neatness and convenience." (11:180)

The State of Florida (2:61-2) has set down a list of important

guidelines for organizational structures of junior colleges:

- a. The proper relationships of the various boards, committees, persons, and educational segments on the administrative levels should be carefully thought through and clearly delineated on the organizational chart.
- b. Proper relationships of the President to the administrative staff members, the Division or Departmental Chairmen, and the faculty deserve the most careful thought and then the most clear charting!
- \*c. The best organization is the simplest.
- d. All staff should have some part in thinking through a good organizational structure.
- e. Any good organizational pattern should be flexible and subject to change as needs of the institution change or as the staff and faculty grow.

But these guidelines are purposely very general and are often "lost" in the process of trying to carry on the day-to-day business of a junior college. The real question, however, is whether or not the structures resulting from these guidelines are really appropriate.

Abbott and Lovell maintain (1:vii) that ". . . change is the most predictable constant in modern civilization. Persistent shifts in basic social, economic, political, and technological forces create conditions which demand continuous adjustments in the institutions that comprise a social order." The organization and administration of junior colleges, therefore, must be structured to provide a framework for flexibility and service that is uniquely "junior college," because this level and type of education is uniquely junior college education.

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\* The use of this statement here is not to say that the writer approves of the statement. The use of the terms "best" and "simplest" are questionable, and this statement and its implications will be examined in the course of this study.

### Nature and Purpose of the Study

An examination of the catalogs of Florida's public junior colleges reveals that each one of them lists a president, a dean or deans, and a business manager. Some even list vice-presidents, and many list registrars. Though one may sometimes find one or two of these titles in a high school situation, they are historically collegiate in nature. From the standpoint of titles, therefore, those of Florida's public junior college administrators are perfectly in keeping with "higher education at the local level." But titles alone are not very reliable indicators of structure.

There are charges from some educators that junior college organizational structures are patterned after secondary school organizational structures, which are not always organized for maximum efficiency and effectiveness (11:3). But Henderson (36:434) maintains that ". . . the public community college . . . is coming more and more to be regarded as a college." In minutely examining the internal organizational structures of Florida's junior colleges, this study analyzes the positions, titles, and responsibilities of junior college administrators in terms of the structures "housing" them to see if they are collegial in nature. Faculty and student participation in the determination of policies is examined in terms of the formal structures set up to facilitate such participation. This study therefore does not concern itself with research into the "external" or legal organizational structure of the junior colleges beyond statements of fact about what actually exists in order to obtain a "holistic" view.

Logan (49:2) believes that "even in a small college, democracy on the Greek model is doomed to the tyranny of chaos." He further states that "The majority of college administrators and faculty members . . . would be inclined to agree with President James Perkins of Cornell, who recently declared that 'The student is a student. He is at the university to learn--not to manage; to reflect--not to decide; to observe--not to coerce.'"

But today students and teachers are going outside the internal organizational structures in education (through sanctions, strikes, unions, etc.) in order to demand a part in policy determination and execution. Moeller (51:138) argues that "If the teachers think they are unable to make an impact upon their occupational environment, they may divert their energy from teaching pupils to other activities, avocational or vocational, which are more meaningful to them."

Burris (14) argues that, "In general in junior colleges, developments are toward a faculty voice in policy formulation, rather than toward a faculty role in administrative decision-making." He further states that since the Junior College Board is legally responsible for general policy formulation, the faculty role can only be in the recommendation of policy. Though his points are certainly debatable, they again reflect concern and confusion over the roles of the various position incumbents in the organizational structure.

Thus the internal organizational structures are apparently in need of repair since they do not satisfy legitimate needs in accomplishing goals. With the professional and cultural level of junior college



faculties steadily rising and with a generally more aggressive teaching profession and student population, the demand for participation in policy determination is becoming crucial in junior college education. This study attempts to examine the role of the entire staff in policy determination as well as policy execution.

Many studies of a descriptive nature have been conducted to determine "what is" in junior college administration, but no such studies have been conducted to describe and categorize the internal organizational structures of Florida's public junior colleges. Before further investigation can be conducted as recommended by LaVire (46) to define the job of public junior college administration from a prescriptive orientation-- a "what ought to be" approach in terms of all available empirical evidence and professional logic--there must be research into the "what is" of organizational structures. This study is therefore descriptive and taxonomic in nature. It attempts to describe the formal systems or structures and the strengths and weaknesses in each structure. A basic assumption will here be employed, namely that we live in a rapidly changing society and that any organizational structure must reflect this fact.

Florida must be able properly to evaluate its progress and prospects in junior college education and administration. Hall says (34:436), "Those in the community college field must work to clear up titles, cause administrative responsibilities to be more logically, clearly, and accurately defined, and initiate action for their communities to re-examine the form of control and organization presently in effect in terms of the task." In order to do this in Florida, it will be necessary to know what exists.

There is known to be a strong influence of the informal structures upon the formal, and vice-versa. Blau and Scott (23:348) even maintain that the two are inextricably intertwined. This study does not attempt to compare the two types or to compare the influences of the two structures. This descriptive study simply describes the formal organizational structure as it exists in each junior college studied.

Doi (23:348-9) states that a new era in research on the organization and administration of higher education is in the making, and its most salient features are as follows:

1. Interest in the applicability of theories of organization to higher education institutions and the development of a theory of college administration.
2. Interest in both the formal and informal aspects of college organization.
3. Interest in the application of communication and decision-making theories and models to the governing of colleges and universities.
4. Accelerated diffusion of the terminology and frames of reference of psychology, sociology, political science, public administration, and business administration to higher education.

This study, therefore, does not attempt to describe administrators--it does attempt to describe and categorize internal administration in terms of the structures set up in Florida's public junior colleges. Miles (1:63) argues that any organization has three essential properties: task accomplishment, mutual adaptation of organization and its environment, and internal integration.

Morphet, Johns, and Reller (53: Chapter 4) have said the same thing regarding organizations: any organization--whether bureaucratic or collegial--must (1) accomplish its goals, (2) maintain itself, and (3) satisfy individual need dispositions. This study attempts to describe the internal structures which Florida's junior colleges have adopted to accomplish these functions.

The "for what" and "how" relating to responsibility are given greater emphasis than the "to whom," though this too is important in any organizational structure. One can very easily diagram a position on a line and staff chart--it is another matter altogether to know what the position incumbent is really doing. Therefore, "We must never assume that what is described in an organizational chart is the actual pattern of the institution--too often it is not!" (23:347)

Stated in summary, the specific purposes of this study are as follows:

1. To determine the internal organizational and administrative structures of public junior colleges in Florida.
2. To determine if specific job descriptions for the three top echelons of junior college administration (presidents, deans, and division or department chairmen) exist and are used. Where these exist, to determine how accurately and specifically stated job descriptions delineate authority, responsibility, duties, etc.
3. To determine what "theories" of administration the organizational structures studied follow.

4. To classify the administrative structures into patterns or models in terms of recognized theory and administrative research. This will be necessary in order to describe their tendencies toward bureaucratic or collegial poles of a continuum.
- ✓ 5. To examine the extent policies are determined solely by the administration, and the extent policy determination is shared by faculty and the students.
6. To determine how faculty, staff, and student compliance with policies and rulings of the organization is obtained.
- ✓ 7. To note the tendencies and trends in Florida's public junior colleges.
- ✓ 8. To suggest some implications derived from these findings.

#### Review of Related Research

In researching the administrative organizations of California's junior colleges, Eisenbise (24) found that the administrative titles of junior college officers were very confusing, and that one could not tell by title what duties and functions each officer had. He also found much confusion in organization and structure designed to control academic affairs, resulting from the conflicting opinions of whether the junior college should be an outgrowth of the secondary school or a downward extension of the four-year college or university.

Pax, in a similar study in California (54), found that the principles of administrative organization least applied were those emphasizing leadership and delegation, staff assistance, master planning of or-

ganizational structure, periodic review of organizational structure, and execution of detailed functions of the operational areas, particularly at the lower levels. He also found that about one-third of the administrators were responsible to more than one higher level administrator with responsibility to a single higher level administrator decreasing progressively level by level. He discovered a progressive increase in the span of control as colleges increased in size, though college size did not influence the percentage of administrative time expended on executive leadership and control functions by the upper level administrators. Considerable sharing of responsibility was indicated by upper level administrators, and as colleges increased in size the sharing of responsibilities increased more than delegation.

In a study into the perceptions of junior college administrators in Florida, Robinson (58) reports misunderstandings and/or lack of information regarding functions, qualifications, and problems by those individuals and groups charged with the operation of the junior colleges in Florida. This study was restricted to those Florida junior colleges founded prior to 1960. It excluded exclusively Negro institutions and was restricted to public junior colleges.

In a study of the combination office of dean-registrar, Keebler (43) found that this combination office was found in more junior colleges than in any other level of institution, with more than half of these combinations officers serving in the geographic area of the Southern Association of Colleges and Schools. Keebler was able to list (in rank order of importance) some thirty-six specific functions of the combination dean-

registrar. The functions ranked as number one in importance and occurrence was that this officer was the second highest administrative officer on the campus, the junior college president being the first.

Carson (17) attempted to analyze differences in perceptions of and expectations for styles of leader behavior of junior college deans as viewed by student leaders in comparison with those of department heads, presidents, and deans themselves. The Leader Behavior Description Questionnaire was the principal instrument used. He found perceptions of the role of the dean vary from institution to institution, but very definitely differences in perception within institutions bring about strong role conflicts for the dean. This study included four Florida junior colleges.

Russell and Ayers (59) studied the line and staff charts of 93 public and 36 private junior colleges for the Office of Education. The charts revealed that the chief administrators had an average span of control of six persons (public institutions ranged from 2-18 persons; private institutions ranged from 2-10 persons). Three in five junior colleges provide a separate administrator for the academic area with the academic officer reporting directly to the president. One-fourth of the presidents in public junior colleges directly administer the academic area, but this practice was rare in private institutions.

Russell and Ayers also found that the private junior colleges were more likely to combine the academic and student affairs officer than were the public institutions (one-half public institutions and two-fifths private ones had separate administrative personnel for academic and student personnel functions). One hundred and seven junior colleges had

separate provisions for a registrar--almost half of them directly under the president. The junior colleges rarely showed a director of admissions.

Hendrix (37) found in a Texas study that ". . . the chief explicit faculty personnel policies and their accompanying procedures believed to have importance in the administration of institutions of higher learning, especially junior colleges, relate to tenure, evaluation, and academic rank." Teachers and their place in the internal structures of educational institutions are being studied more closely today. Moeller (51:139-40) reports that teachers coming from middle and upper class families learn that they can effect changes, while teachers from lower class homes look at such activity as futile. Having come from such differing backgrounds, teachers may initially come to their jobs with different expectations regarding their power in any social system. In his study, Moeller (51:140) posed the major hypothesis that ". . . bureaucracy in school system organization induces in teachers a sense of powerlessness to affect school system policy." The results of the study denied the hypothesis. On the contrary, teachers in bureaucratic school systems were significantly higher in their sense of power than those in less fully bureaucratized systems.

Shannon (62) reported that community college administration is sufficiently different from other areas of administration to warrant special professional study and attention.

Boynton (13) argued that the span of control of a junior college president should be limited to five subordinates. When size forces

otherwise, reorganization of structure must take place instead of proliferation. He also states that most small public junior colleges have a president, a business manager, a dean or deans, a registrar or combination of these last two.

In a study of the significant forces related to the development and organization of junior colleges, Canar (16) reported the ten most significant forces as follows:

1. An increasing population.
2. A population explosion.
3. Automation.
4. A Shrinking world.
5. Changing world relationships.
6. Threat of extinction.
7. The growth of scientific knowledge.
8. The movement toward space.
9. Increase in leisure time.
10. Changing patterns in higher education.

Anderson (23:349) maintains that many faculty members think that colleges and universities ought to be communities, but that collegiality is not necessarily democracy in administration. He even suggested a test of the hypothesis that a collegium is eventually and inevitably an oligarchy. But in spite of these opinions, Gross states (32) that more and more control and decisions are being vested at the departmental level, so that departments are becoming very autonomous--especially in universities.

College and university administrators, however, still remain



largely "untouchable" as objects for systematic research on role perception and conflict, personality characteristics, value orientation, status-seeking behavior, and identification with institution (23:352).

### Definition of Terms

Academic Dean--the official directly in charge of the instructional program in a junior college and usually responsible directly to the President for (a) direction of the faculty, (b) nominating to the President any members of the faculty, on the recommendation of department heads, and (c) the appraisal of the services of the faculty members.

Administrator--an official responsible for the management or direction of some part of an educational system.

Dean--a major officer of a junior college who is responsible for, under the President, the administration and supervision of instructional activities, or student relations, or administrative services.

Division of Community Junior Colleges--a Division of the Florida State Department of Education with responsibility for advising, coordinating and recommending general policies for the operation of Florida Community Colleges as authorized by the State Board of Education.

Faculty--the body of persons responsible for administration and instruction in the junior college.

Instructional Personnel--those who render direct and personal services which are in the nature of teaching or the improvement of the teaching-learning situation.

Non-Instructional Personnel--all non-certified personnel.

President--the chief executive officer of a junior college.

State Board of Education--the board consists of the Governor, the Secretary of State, the Attorney General, the State Treasurer, and the Superintendent of Public Instruction. The Governor is the president; the State Superintendent of Public Instruction is the executive officer.

State Department of Education--the State Superintendent and his staff.

State Superintendent of Public Instruction--the chief state school officer and executive head of the State Public Schools.

Top Three Echelons of Junior College Internal Organization--presidents (1st echelon), deans (2nd echelon), department or division chairmen (3rd echelon).

#### Delimitations

This study is limited to the public junior colleges in Florida. It is further limited to nine public junior colleges who wished to participate. Only those junior colleges in operation for three years or longer were considered (this meant reviewing the junior college after it had been formally structured through at least one graduating class).

A list of the public junior colleges (shown by enrollment rather than by name) from which the nine were chosen for study is shown in Table 1. The original list of twenty junior colleges was divided into three groups (Large, Medium, and Small) as also shown in Table 1. Three junior colleges from each enrollment category were then chosen by means of a table of random numbers. The junior colleges thus chosen for study were then coded as shown in Table 2, and these code letters were used throughout the study. Junior College Number 20 in Table 1 was voided

TABLE 1\*

## JUNIOR COLLEGES BY ENROLLMENT CATEGORY

Junior College Number	Small	Medium	Large
1	928		
2	942		
3	986		
4	1,156		
5	1,352		
6		1,668	
7		1,684	
8		1,701	
9		1,785	
10		1,904	
11		1,933	
12		2,331	
13		2,383	
14			4,242
15			4,514
16			4,543
17			7,072
18			7,255
19			8,187
20			16,981

\*Enrollment figures published in mimeographed form and distributed to Florida junior colleges in October, 1965.

TABLE 2  
JUNIOR COLLEGES CHOSEN BY CODE LETTER AND ENROLLMENT

Code Letter	Enrollment
A	928
B	942
C	986
D	1,668
E	1,785
F	2,383
G	4,242
H	4,543
I	7,255

for purposes of this study because its size and complexity make it completely different from the usual Florida pattern.

### Procedures and Instruments

The study was divided into general steps as follows:

1. Personal Questionnaire-Interviews to Obtain Structural Information. The President from each of the nine junior colleges chosen was interviewed in order to plot an organizational chart for the institution. The chart was minutely discussed with the President as to working details. Student structures were also noted as they directly related to administration and policy formulation. Other administrators were interviewed as necessary to obtain additional structural data and interpretation. A questionnaire was developed and administered to the three top echelons of administration to clarify and explain the published organizational charts and organizational details (Appendix A).

2. Examination of Records. Minutes of faculty and committee meetings were examined to determine the level of decisions and/or recommendations made by each committee and the subject matter dealt with in each case. The major effort was to seek to determine by whom decisions and/or recommendations on various subjects were made. The published manuals, handbooks, etc. of each institution were examined to clarify further the organizational pattern for each junior college.

3. Development of Scale and Continuum. Pertinent literature was thoroughly examined from which a continuum of internal structures ranging from bureaucratic to collegial was developed, using Weber and Johns as opposing models. A Bureaucratic-Collegial Scale was then developed

(using the questionnaire above and writings by experts in the field of administration) to enable the researcher to place each junior college studied on the continuum.

4. Placement of Structures on Continuum. The internal organizational structures of the junior colleges studied were placed on the continuum according to their structural tendencies.

5. Summary. The structure an institution tended to adopt according to its size and complexity was examined, in addition to a brief analysis and discussion of the stages of growth and associated problems and patterns. Recommendations were then formulated.

## CHAPTER II

### THE STUDY OF THE JUNIOR COLLEGE INTERNAL ORGANIZATIONAL STRUCTURES

The internal organizational structures of the nine selected junior colleges were studied by three methods: (1) the Internal Organizational Questionnaire administered as an interview-questionnaire to the President, a dean, and a division chairman in each institution, (2) an examination of all published documents reflecting administrative structure in each institution, and (3) an examination of the minutes of all faculty meetings and standing committee meetings for the 1965-66 academic year. The formally-constituted and published structures were examined, not the informal structures, and the results of this examination are reported in this chapter.

#### The Study of the Structures by Means of Questionnaires

The Internal Organizational Structures Questionnaire (Appendix A) was administered on a trial basis to one public junior college of approximately 1,000 enrollment. The questionnaire was completed by the President, the Dean of Students, and a Division Chairman, as outlined in Chapter I. After the questionnaire had been completed, it was reviewed question by question with the researcher and those completing it. The only serious area of concern seemed to be in terminology on the following questions, with the words in question indicated:

1. Question number twelve--the word "initiates."
2. Question number twenty-eight--the word "conducts."
3. Questions numbered twenty-nine, thirty, thirty-one, and thirty-

five--the word "determines."

Subsequently, the above terms were explained to mean the following things when the original questionnaire was administered to the nine junior colleges chosen for the study:

1. The word "initiates" in Question number twelve was defined to mean "starts." In other words, the question here is asking, "where does the building of the divisional or departmental budget begin? Who begins compiling the facts and figures projected as needs for the coming year?" This is not to mean, necessarily, who is charged by law for the budget or for budget control or even for building the budget, but rather, who actually starts the process.
2. In Question number twenty-eight, the word "conducts" is here used to ask if faculty meetings are conducted by one particular individual in the administrative structure, and if so, which one (for example, does the Academic Dean have the responsibility for conducting the meetings)?
3. Questions twenty-nine, thirty, thirty-one, and thirty-five refer to the internal organization of the junior colleges. These questions are here asking the respondent to list the people or groups responsible internally (from the President down) who are charged with the responsibility for determining the policies in the areas questioned. The County Board of Public Instruction is listed in three of these questions as a choice in case the Board takes these policy determinations



out of the hands of the junior college and sets these policies or handles these problems themselves.

The Internal Organizational Structures Questionnaire was administered with the concept that the responses of the presidents would be the "official" responses of the institutions. As can be seen from the data gathered, however, the responses of the three echelons on many of the questions varied to such a degree that there arises a very serious question of agreement and/or understanding of organizational structures between respondents from the same institution. The responses from all three echelons, therefore, are herein recorded and given equal weight and consideration in the study.

#### Administration

All the junior colleges studied have internal organizational charts, and the respondents agreed that these colleges generally function as detailed in these internal organizational charts. Only one division chairman disagreed with this, and one did not respond. These internal organizational charts were originally set up by the administration. This can be readily understood in view of the fact that most Florida junior colleges were started with the President and the President's secretary as the only people on the job during the initial stages of planning and preparing for the opening of the college (Table 3).

The original organizational charts were adopted in 1958 (four of them), 1960 (two of them), 1962 (three of them). The total responses indicated that the internal organizational charts had all been substantially revised since their original adoption. One dean and one division chairman

TABLE 3

## RESPONSES TO QUESTIONS 1-3 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
1. Does your junior college have an internal organizational chart?	Yes	27	9	9	9
	No				
2. Does your junior college generally function as detailed in the chart?	Yes	25	9	9	7
	No				
3. Who set up your internal organizational chart?	Don't Know	2		1	1
	Administration	22	8	7	7
	Faculty				
	Students				
	Jointly determined by administration, faculty and students	2		1	1
	Other--				
	President	1	1		

however, disagreed with their president in stating that the internal organizational chart had not been substantially revised since its original adoption, and one division chairman did not know (Table 4).

There was widespread agreement that the administration accomplished any review and revision of the internal organizational chart (Table 4). Equally important is the fact that responses indicate that the administration is responsible generally for any ongoing periodic review of the internal organizational structure (Table 5, page 29).

The doctorate would seem to be generally the minimum educational requirement for an administrative position as Academic Dean, and the Master's is indicated as the minimum educational requirement for a position as Dean of Students. On this latter point, there was a general, voiced preference by several institutions for the doctorate as the minimum for the Dean of Students. Three of the nine presidents, two deans, and three division chairmen responded that the doctorate was the minimum for this latter position (Table 5).

The minimum educational requirement for an administrative position as a division or department chairman is generally the Master's. This is true of both traditionally-labeled academic subjects and technical subjects. There was a strongly-voiced concern over this point in connection with the future direction of certain vocational, adult, and technical programs and courses which the junior colleges might want to offer. The concern was that the junior college not become so restrictive in its teacher requirements as to limit the possibilities for offering many of these subjects (Table 6).

TABLE 4  
RESPONSES TO QUESTIONS 4-6 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
4. When was your original internal organizational structure adopted?	(Open responses) Don't Know 1958 1959 1960 1961 1962 1963	4 6 1 8 1 6 1	4  2 3	3 1 1 2 1 1	1 1  4  3
5. Has this structure been substantially revised since its adoption?	Yes No	24 2	9  1	8  1	7 1
6. Who participated in such review and/or revision?	No review-revision Administration Faculty Students Joint (Administration, faculty, and students)	2 24 8  1	 9 4	1 7 2	1 8 2

TABLE 5

## RESPONSES TO QUESTIONS 7-9 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
7. Who conducts periodic review of your internal organizational structure?	No periodic review	23	9	6	8
	Administration	4	1	2	1
	Faculty				
	Students				
8. Minimum educational requirements for Academic Dean?	Joint review (administration, faculty, and students)	3		3	
	Bachelor's				
	Master's	8	2	4	2
	Doctor's	17	7	5	5
9. Minimum educational requirements for Dean of Students?	Bachelor's				
	Master's	18	6	6	6
	Doctor's	8	3	3	2

TABLE 6

## RESPONSES TO QUESTIONS 10, 11, 45, 46 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
10. Minimum educational requirements for Division or Department Chairman?	ACADEMIC--				
	Bachelor's	1	1		
	Master's	25	7	9	9
	Doctor's	1	1		
	TECHNICAL--				
	Bachelor's	6	2	3	1
11. Minimum educational requirements for Assistant to the President?	Master's	19	7	5	7
	Doctor's				
	No such position	15	6	6	3
	Bachelor's	2	1	1	
	Master's	7	1	2	4
	Doctor's	2	1		1
45. Does faculty have formally constituted voice in selection of Dean or President?	Yes	5	1	3	1
	No	22	8	6	8
46. Does faculty have formally constituted voice in selection of Division Chairman?	Yes	8	2	3	3
	No	19	7	6	6

Six of the nine institutions indicated that there was no position as Assistant to the President in their organization. Two of the three institutions responding in the affirmative to this question fell in the Large category on the basis of student enrollments, and the third institution was in the Small category. (The organizational chart for this institution did not reflect such a position.) Responses from one other institution (of the Medium category) indicated that this junior college had two Assistants to the President until 1966, when these positions were reorganized under different titles (Table 6).

The total responses indicated that the faculty generally had no voice in the selection of a dean or president. However, one president indicated that the faculty had a limited voice in the selection of the Academic Dean; two deans indicated that the faculty had a voice in the selection of a president; one dean indicated that the faculty had a voice in the selection of the Dean only--not the President; and one division chairman indicated that the faculty had a voice in the selection of a dean or president (Table 6).

The total responses indicate that the faculty had no voice in the selection of Division or Department Chairmen. Two presidents indicated that the faculty had a voice in the selection of this person; three deans and three division chairmen indicated the same (Table 6).

#### Budget

Total responses would strongly indicate that the Division or Department Chairman is the person who most often initiates the yearly division or department budget. However, the responses from the three

levels of administration questioned vary in opinions. The presidents, for example, indicated that the individual faculty members, the division or department chairmen, and the business managers shared the responsibility for initiating the yearly division or department budget; the deans, however, indicated that the division or department chairmen were chiefly responsible for this task. The division chairmen indicated that the business manager and the division or department chairmen were the persons most responsible for this function, and also indicated that the Division or Department Chairmen, the Dean of Administration, the Business Manager, and the President shared this process at the initiating stage of building the yearly budget (Table 7).

There was complete agreement that the President is the person having final authority within the institution for final budget approval. The presidents and the division chairmen indicated that the Division or Department Chairmen, the Business Manager, and the President were generally responsible for approving budgeted divisional or departmental expenditures once the budget was approved and effective. The presidents placed less emphasis on the Academic Dean as part of this process. The deans, however, felt that the Division or Department Chairmen and the Academic Dean were the chief figures in approving such budgeted items (Table 7).

#### Faculty

Total responses and the responses of the presidents and division chairmen indicate that faculty recruitment originates predominantly with the Division or Department Chairmen. The deans, however, indicated that faculty recruitment originates pretty evenly with the President, Academic



TABLE 7

## RESPONSES TO QUESTIONS 12-14 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
12. Who initiates your yearly Divisional or Departmental budget?	Individual faculty	5	3	1	1
	Chairman	15	4	8	3
	Business Manager	7	3	1	3
	Dean of Administration	4	2		2
	Academic Dean				
	President	3	1		2
13. Who has authority for final budget approval within the college?	President	27	9	9	9
	Academic Dean				
	Dean of Administration				
	Business Manager				
	Chairman				
14. Who approves budgeted Divisional or Departmental expenditures after budget is approved and effective?	Chairman	19	7	7	5
	Business Manager	16	5	4	7
	Dean of Administration	4	1	2	1
	Academic Dean	13	4	5	4
	President	15	6	4	5

Dean, and the Division or Department Chairmen, with the slight emphasis on the last position mentioned (Table 8).

According to total responses, the process of interviewing applicants for instructional positions falls pretty evenly on the shoulders of the President, the Academic Dean, and the Division or Department Chairmen, with the emphasis on the last position. The division chairmen indicated, however, that this function was performed slightly more by the President and the Division Chairmen than by the Academic Dean (Table 8).

The President is pointed out as making the final selection of faculty, though there were decidedly differing opinions between the three levels questioned. The presidents indicated that the final selection of faculty was equally divided between the President, the Academic Dean, and the Division or Department Chairmen. Only one academic dean, on the other hand, indicated that the Division or Department Chairmen had anything whatever to do with the final selection of faculty--the President was the one who made the final selection. The division chairmen responded that the President and the Division or Department Chairmen were the principals in this final selection process, with the Academic Dean playing a very minor role (Table 8).

The Academic Dean and the Division or Department Chairmen are principally the persons who evaluate instruction, with the Academic Dean playing the chief role in this process. Student evaluation of instruction was indicated in five of the institutions, and individual faculty evaluation in the form of self-evaluation was indicated by the presidents of two institutions and by the division chairmen in four institu-

TABLE 8

## RESPONSES TO QUESTIONS 15-17 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
15. With whom does faculty recruitment originate?	President	15	4	6	5
	Academic Dean	16	4	7	5
	Chairman	24	7	8	9
	Recruitment Committee				
	Individual faculty	5	1	3	1
	Other--				
16. Who interviews applicants for instructional positions?	Personnel Director	1	1		
	Technical Dean	1	1		
	President	23	8	7	8
	Academic Dean	25	9	9	7
	Chairman	27	9	9	9
	Recruitment Committee				
	Individual faculty				
	Students	5	3	1	1
	Other--				
	Technical Dean	2	1		1
17. Who makes final selection of faculty?	President	23	8	8	7
	Academic Dean	14	7	5	2
	Chairman	13	7	1	5
	Recruitment Committee				
	Individual faculty				
	Students				
Other--					
	Technical Dean	1	1		

tions. Only two deans indicated a system of self-evaluation in their institutions (Table 9).

Only one institution indicated having a system of professorial rank for its faculty. The President and the Division Chairman of this institution indicated that the ranking system was established by a faculty committee. The Academic Dean, however, indicated that the ranking system had been established jointly by the President, the Academic Dean, the Division or Department Chairmen, and a faculty committee. There was agreement from all three respondents of the institutions that the President and the Academic Dean chiefly determine the ranking of individual instructors. The President and the Academic Dean indicated that the Division or Department Chairmen were also involved in this process; however, the Division Chairman showed no involvement in the ranking process (Table 9).

A faculty senate was not present in any one of the nine junior colleges studied (Table 10).

Total responses would indicate that the President, the Academic Dean, and the Division or Department Chairmen are the chief figures responsible for settling faculty disciplinary problems, with the President bearing the greatest responsibility. Two presidents, however, indicated that the County Board of Public Instruction and the County Superintendent of Public Instruction played important roles in settling faculty disciplinary problems. The Academic Dean and the Division Chairman from one of these institutions also indicated this to be true. Only the deans responded that the Academic Dean had the chief role in settling these matters (Table 10).

TABLE 9

## RESPONSES TO QUESTIONS 18-21 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
18. Who evaluates faculty teaching?	President	17	5	7	5
	Academic Dean	25	9	9	7
	Chairman	22	7	8	7
	Faculty Committee	1	1		
	Individual Faculty	8	2	2	4
	Students	15	5	5	5
19. Does your junior college have professorial rank?	Other--				
	Technical Dean	3	1		2
	Yes	3	1	1	1
20. Who established the professorial ranking system in your junior college?	No	24	8	8	8
	President	1		1	
	Academic Dean	1		1	
	Chairman	1		1	
	Faculty Committee	3	1	1	1
	Students				
21. Who determines the ranking of the individual instructors?	Other--				
	President	3	1	1	1
	Academic Dean	3	1	1	1
	Chairman	2	1		
	Faculty Committee				
	Students				
	Other--				

TABLE 10

## RESPONSES TO QUESTIONS 22, 33, 26 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
22. Does your junior college have a faculty senate?	Yes No	27	9	9	9
33. Who is responsible for settling faculty disciplinary problems?	County BPI County Superintendent President Academic Dean Chairman Faculty Committee Other-- Technical Dean	4 4 21 19 15 2 2	2 2 8 7 6 1 1	1 1 7 8 6 1	1 1 6 4 3 1 1
26. Does your junior college have regularly-scheduled, college-wide faculty meetings?	Yes No	19 7	7 2	6 2	6 3

The indicated tendency is for junior colleges to have regularly scheduled faculty meetings. Two presidents indicated no regularly scheduled meetings; two deans and three division chairmen responded the same. The reason indicated most often for calling faculty meetings was for purposes of disseminating general information. Ranking second to this was policy information and discussion (Table 11). The indicated tendency is for the junior college President to conduct the college-wide faculty meetings, with the Academic Dean conducting them sometimes. The president of one institution and the dean of another indicated that such meetings were conducted by different persons, depending upon the purpose or nature of the called meeting (Table 12).

#### Policy Determination

The tendency is generally for the Dean of Students and a faculty committee to determine admissions policies in the junior colleges studied, with the indication of a strong role played by the County Board of Public Instruction and the President. The responses from the presidents indicate that this responsibility rests with the Dean of Students and the appropriate faculty committee. As will be noted in more detail in a later part of this study, the Dean of Students is usually charged with the admission function in the junior colleges studied. One president indicated that the County Board of Public Instruction set the admissions policies for the institution, the one president indicated that the County Board of Public Instruction, the President, and the Dean of Students cooperatively set the policy. The division chairmen indicated that the President, the Dean of Students, and an appropriate faculty committee determined the

TABLE 11

## RESPONSES TO QUESTION 27 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
*27. For what purposes are college-wide faculty meetings called?	(Open Responses)				
	Academic Affairs (action)	3	1	1	1
	Academic Affairs (discussion)	2	2		
	Administrative Affairs (information)	8	4	1	3
	Administrative Affairs (action)	4	1		3
	Committee Reports	3	1	1	1
	Election of faculty representatives	2			2
	New faculty orientation	5	1	2	2
	General Information	25	8	9	8
	In-Service Training	5	1	4	
	"Inspiration"	2	1	1	
	Meetings with professional leaders	3	1		2
	Planning	2			2
	Policy Discussion	10	5	3	2
	Policy Recommendation	3		3	

\*A total of 74 responses was combined into these 14 broad areas for this table.



TABLE 12  
RESPONSES TO QUESTIONS 28-29 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
28. Who conducts your college-wide faculty meetings?	President	17	5	5	7
	Academic Dean	11	3	3	5
	Faculty Member				
	Other--				
	Depends upon purpose of meeting	2	1	1	
29. Who determines admissions policy?	County BPI	7	2	2	3
	President	8	2	2	4
	Academic Dean	4		2	2
	Dean of Students	11	4	3	4
	Faculty Committee	10	3	3	4
	Other--				
	Combination of above	1	1		
	Administrative Council	5	2	3	
	Student Affairs plus faculty at large	1			1
	Director of Admissions	1		1	

admissions policies, with the County Board of Public Instruction playing a strong role in the policy formulation (Table 12).

Total responses indicate that policies concerning probations and suspensions are generally set by faculty or administrative committees as recommendations to the President. The presidents again indicated that these policies were determined by the Dean of Students and an appropriate faculty committee. The deans indicated that these policies were principally determined by the President and Dean of Students upon recommendations from committees. According to division chairmen, the policies were determined chiefly by the President, the Dean of Students, and the appropriate faculty committee (Table 13).

Academic freedom policies are generally determined by the President and an appropriate faculty committee, according to total responses. One president indicated that these policies were determined by the County Board of Public Instruction, and one president indicated that the policies were determined by the administration. Two presidents indicated that an appropriate faculty committee recommended the policies to the faculty at large for approval. There was disagreement by the division chairmen, however. This group responded that in two institutions there were no written or published statements concerning academic freedom, and the rest of this group responded that the President was chiefly responsible for determining these policies (Table 13).

There was general agreement (especially among the deans and division chairmen) that the academic policies of the institutions were greatly determined by the faculty. Three presidents, one dean, and two division

TABLE 13

## RESPONSES TO QUESTIONS 30-32 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
30. Who determines probation and suspension policies?	President	10	2	3	5
	Academic Dean	4		2	2
	Dean of Students	12	4	3	5
	Faculty Committee	14	5	4	5
	Other--				
	Combination of above	1	1		
	Administrative Council	5	2		
31. Who determines policy on academic freedom?	Faculty at large	1		3	
	County BPI	3	1	1	1
	President	14	5	4	5
	Academic Dean	4		1	3
	Dean of Students				
	Faculty Committee	10	4	4	2
	Other--				
	Faculty at large	2	2		
	Administrative Council	2	1	1	
	Chairmen	1			1
	No published policy	3		1	2
	Complete determination				
	Greatly determined	19	5	8	6
32. What part does total faculty play in academic policy determination?	Little to say about it	6	3	1	2

chairmen, however, indicated that the faculty had little to say about academic policy determination. One of the two presidents just mentioned responded that there were plans underway at present in his college to allow faculty more voice in academic policy determination. One president and one division chairman did not respond to this question (Table 13).

Responses from all but one institution studied indicated required office hours for faculty in addition to their required teaching hours (one dean disagreed with his president on this question). Total response would indicate that the Academic Dean is chiefly responsible for determining the required office hours for faculty. The presidents indicated that the President and the Academic Dean were chiefly and jointly responsible for this area, and one president indicated that this policy was set or determined by the County Board of Public Instruction (this was also indicated by his Academic Dean). The division chairmen indicated that this responsibility was generally divided between the Academic Dean and the Division or Department Chairmen (Table 14).

There was general agreement between all three levels of administration that faculty teaching loads each term were assigned by the Academic Dean and the Division or Department Chairmen (Table 14).

Each of the junior colleges studied had a Student Government Association whose officers were elected by the students. All the presidents indicated that there was student representation on college or faculty committees; two deans responded in the negative and two division chairmen responded in the negative to this question (Table 15).

The President, Dean, and Division Chairman of one institution

TABLE 14

## RESPONSES TO QUESTIONS 34-36 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
34. Does faculty have required office hours in addition to hours in classroom?	Yes	26	9	8	9
	No	1		1	
35. Who determines required faculty office hours?	County BPI	3	1	1	1
	President	10	5	2	3
	Academic Dean	13	5	4	4
	Chairmen	7	3		4
	Individual Faculty	5	1	2	2
	Total faculty or senate	1		1	
	Other--				
	Technical Dean	1	1		
	Administrative Council	1			1
36. Who assigns faculty teaching loads each term?	President	5	1	2	2
	Academic Dean	21	7	8	6
	Chairman	22	7	7	8
	Other--				
	Technical Dean	2	1		1

TABLE 15

## RESPONSES TO QUESTIONS 47-48 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
47. Does your junior college have a Student Government Association whose officers are elected by the students?	Yes No	27	9	9	9
48. Does your junior college have student representation on college or faculty committees?	Yes No	22 4	9 2	7 2	6 2

responded that the college had student representation on every standing college or faculty committee, but there was severely limited student representation on standing committees in all the other eight junior colleges studied. The standing committee most often mentioned as having student representation was the Student Affairs Committee (Table 16). The most widely used methods of selecting students for membership on faculty or college standing committees were (1) election by the student body and (2) appointment by the Student Personnel Office (Table 17).

### Committees

All junior colleges studied indicated that they used regular or standing college or faculty committees (Table 17). The six most often-used committees--in rank order--were as follows: (1) Student Affairs, (2) Admissions, (3) Curriculum, (4) Library, (5) Faculty Affairs, and (6) Academic Standards (Table 18). The most often-used method of making committee appointments (as indicated by total responses) was appointment by the President (Table 19).

There was complete agreement between all three levels of administration that ad hoc committees were sometimes appointed to deal with special college-wide problems and issues (Table 19). There was also general agreement that the President appointed the ad hoc committees utilized by the institutions (Table 21). There was slight mention that the Academic Dean, Dean of Students, and the Faculty also sometimes appointed ad hoc committees. The ad hoc committees used most often by the junior colleges were as follows: (1) Long-range Planning, (2) Faculty Affairs, (3) Faculty Salary, (4) Self-Study in preparation

TABLE 16

## RESPONSES TO QUESTION 49 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
49. Which faculty or college committee do student representatives serve on?	Admissions	2	1		1
	Student Affairs	23	8	7	8
	College Budget	5	2	2	1
	Ceremonies	5	3	1	1
	Academic Standards	3	1	1	1
	Faculty Affairs				
	Faculty Grievance				
	Faculty Recruitment				
	Catalog	3	1	1	1
	Curriculum	4	2	1	1
	Library	3	1	1	1
	Serve on no committee	1		1	
	Other--				
	Fine Arts	1	1		
	Buildings and Grounds	1	1		
	Student Activity Budget	2	1		1
	Discipline	1		1	
	Student Judiciary	1		1	



TABLE 17

## RESPONSES TO QUESTIONS 50, 37 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
50. If your student body is represented on college committees, how are the representatives chosen?	Elected by students	10	3	4	3
	Appointed by Student Personnel	7	2	2	3
	Appointed by the Committee using them	4	2		2
	Other--				
	Appointed by SGA President	2	2		
	Appointed by college President	1	1		
	Serve by virtue of SGA position	2		1	1
	Recommended by SGA; appointed by administration	2		2	
	Basis of student's request to serve	1			1
	Appointed by Executive Committee--SGA	1		1	
37. Does your junior college have regular or standing faculty committees in addition to ad hoc committees?	Yes	27	9	9	9
	No				

TABLE 18

## RESPONSES TO QUESTION 38 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
38. What regular or standing faculty committees does your junior college have?	Student Affairs	25	9	9	7
	College Budget	5	2	1	2
	Ceremonies	8	4	1	3
	Admissions	19	8	6	5
	Academic Standards	14	6	3	5
	Faculty Affairs	15	5	5	5
	Faculty Grievance	4	1	2	1
	Faculty Recruitment				
	Catalog	7	3	2	2
	Curriculum	19	6	6	7
	Library	18	8	6	4
	Other--				
	Fine Arts	3	1	1	1
	Publications	1	1		1
	Institutional Research		2	1	1
	Plants and Grounds	2	1	1	
	Scholarship	2	1		1
	Adm. Council	5	2	3	
	Faculty Advisory to President				
	Lyceum	1	1		
	Institutional Affairs	3	1	1	1
	Student Speakers	1	1		
	Hospitality	1	1		

TABLE 18 (Continued)

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
	Public Relations	1	1		
	Student Aid	2		2	
	Bookstore	1		1	
	Calendar	1		1	
	Food Services	1		1	
	Petitions	2		2	
	Social and Welfare	1		1	
	Business Affairs	1			1
	Academic Affairs	3		1	2

TABLE 19

## RESPONSES TO QUESTIONS 39-40 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
39. What methods are used to make committee appointments?	Appointed by the President	25	8	8	9
	Appointed by Academic Dean	10	4	4	2
	Appointed by Dean of Students	8	4	3	1
	Appointed by Chairmen	2	1		1
	Elected by faculty	5	3	1	1
	Elected by Division or Department members	2	1		1
	Volunteering of individual faculty	7	1	4	2
	Other--				
	Appointed by Administrative Council	1	1		
		27	9	9	9
40. Are ad hoc committees sometimes appointed to deal with special college-wide problems or issues?	Yes				
	No				

for accreditation, (5) Faculty Evaluation, and (6) Merit Pay (Table 20).

The most often mentioned function of faculty committees was to make recommendations to higher authority, and ranking second to this was the function of making recommendations to the faculty at large. Five presidents indicated that faculty committees also make final decisions in their areas of responsibility, but this was mentioned by only two academic deans and no division chairmen. One president also indicated that certain faculty committees had various administrative or housekeeping functions to perform as part of their overall function. For those two institutions having faculty grievance committees (and one institution indicating a Faculty Advisory Committee to the President), the chief function of this committee was to hear faculty grievances and recommend action to higher authority (Table 21).

#### The Study of the Structures by Means of Published Materials

The college manuals, faculty manuals, organizational charts, and the operating policies booklets of each of the nine junior colleges were examined in detail to ascertain the internal organizational structures of these colleges.

#### General Administrative Structures and Positions

Each junior college studied had a chief executive officer whose title was that of President. In each case, except one, the President was shown on an organizational chart as directly responsible to the County Superintendent of Public Instruction and, through him, to the County Board of Public Instruction. In each case, the President served in some

TABLE 20

## RESPONSES TO QUESTION 41 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
41. Ad hoc committees appointed from July 1, 1960 to June 30, 1966?	(Open Responses)				
	Long-range and Pre-school Planning	7	2	5	3
	Faculty Affairs	6	2	1	
	Faculty Salary	4	1	3	
	Self-Study	4	2	1	1
	Professorial Ranking	3		2	1
	Faculty Evaluation	4		2	2
	Merit Pay	4	2	2	
	Student Orientation	2	2		
	College Calendar	2	1	1	
	Student Dress	3	2	1	
	Faculty-Student Grievances	2	1		1
	Academic Freedom	2	1	1	
	Faculty Senate	1	1		
	Academic Standards	1			1
	Catalog	1	1		
	Graduation	1			1
	Library	1	1		
	Curriculum	1	1		
	Guided Studies	1		1	

TABLE 20 (Continued)

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
	Housing	1	1		
	Community Service	1	1		
	Stolen Equipment	1			1
	Public Relations	1		1	
	Student Clubs	1	1		
	Social	1		1	
	Television	1		1	
	Selection of Cheerleaders	1		1	

TABLE 21  
RESPONSES TO QUESTIONS 42-44 INTERNAL ORGANIZATIONAL STRUCTURES QUESTIONNAIRE

Question	Possible Responses	Total Responses	Presidents	Deans	Chairmen
42. Who appointed the ad hoc committees?	President	22	6	7	9
	Academic Dean	4	2	1	1
	Dean of Students	1	1		
	Faculty or Senate	2	1	1	
	Other--				
	Division Chairmen	1		1	
43. What are the functions of faculty committees at your junior college?	Standing Committees	1		1	
	Recommend to higher authority	26	9	9	8
	Final decisions	7	5	2	
	Recommend to faculty	15	5	5	5
	Other--				
	Administrative	1	1		
44. What are the functions of your faculty grievance committee?	Hear grievances and				
	recommend to higher authority	9	3	3	3
	Hear grievances and make final decisions				



specified capacity to the local junior college Advisory Committee, usually as Executive Secretary to the Committee. Administratively, the President was responsible to only one man.

Four of the junior colleges studied had a Director of Research responsible directly to the President as a staff position. One junior college listed this function as a position under the Assistant to the President (also a staff position), and one junior college listed this function under the Director of Educational Services (the Director of Educational Services was at the dean's level).

Eight of the junior colleges studied listed a Director of Public Relations. Five of the colleges listed this position as a staff position directly under the President. Two institutions listed the position under the Assistant to the President. One junior college listed this as a staff position under the Director of Research (who was, in turn, a staff member directly under the President). One junior college studied did not list a Director of Public Relations, but spelled out the functions normally associated with such a position as part of the functions of the Office of the President. The President of this particular institution delegated that portion of the Public Relations function dealing with athletics to the Head Athletic Director.

Six of the junior colleges studied listed all instructional and faculty activities under a single administrator at the dean's level (as defined in Chapter I). For purposes of this study, this position as chief instructional officer is called the Academic Dean, though there were various titles used by the colleges studied: Dean of the College,

Dean of Academic Affairs, Academic Dean, and Vice-President for Instruction.

One of the institutions studied divided the instructional and faculty activities under the Academic Dean into two large divisions: (1) the Transfer Division, and (2) the Technical-Vocational Division. For purposes of this study, these will be referred to as Instructional Areas, and the deans heading these areas will be referred to as third echelon deans. One other junior college divided the instructional and faculty functions into sub-groups under the Academic Dean, and this institution also titled the administrators in charge of them as deans. Since their functions so closely resemble those of division chairmen elsewhere, they will be treated as such for purposes of this study.

Two of the institutions studied divided instruction and faculty activities between the Academic Dean and the Technical Dean. One institution had three positions at the dean's level in charge of three types of instruction: (1) College Studies, (2) Adult Education, and (3) Vocational School.

All academic deans in all colleges in the study report directly to their presidents.

Seven junior colleges studied listed the evening credit program as a function under the Academic Dean. Four of the colleges have full-time Directors of Evening Programs, and three colleges flatly state that this function is simply an extension of the day program. These three colleges do not have a full-time person in a separate position to carry out this function. In one junior college, the Registrar is largely responsible for the evening program.

One junior college places the adult education function at the dean's level of administration in a position called Director of Adult Education. His areas of responsibility include senior citizens, reading center, adult high schools, educational materials center, and the coordination of testing. He reports directly to the President. Six institutions place the adult education function under the Academic Dean, normally under the Director of Evening Programs. One college listed no such position or function.

Seven junior colleges studied list a Dean of Student Personnel, and one listed a Director of Student Personnel under the Dean of the College Division (in actuality, the Academic Dean). One college listed no such position. At the dean's level the position incumbent reports directly to the President.

The Director of Library Services (also called the Director of Learning Resources Center, Director of Library, Director of Learning Center) was placed under the Academic Dean as a staff position at the division or department level by five of the institutions, directly under the President at the dean's level by two institutions, under the Director of Educational Services (dean's level) at the department level by one institution, and under the Dean of Academic Affairs (who was at a third echelon dean's level) as a department staff position in one college.

Two junior colleges placed technical education under an administrator at the dean's level (second echelon) reporting directly to the President of the institution. Six colleges placed this position at the third echelon of administration, at the division or department level,

under the Academic Dean. One institution placed technical education at the third echelon dean's level.

Six junior colleges had one position at the dean's level as the Dean of Administration (variously titled Dean of Administration, Dean of Services, Vice President for Business Affairs, Director of Business Services, Dean of Administrative Affairs, and Director of Business Affairs). The three other junior colleges studied had quite differently structured positions responsible for their business and supportive services functions. These will be discussed in detail in the portion of this chapter describing job descriptions.

### Job Descriptions

An examination of the specific job descriptions of the junior college presidents indicated that the four responsibilities mentioned most frequently for junior college presidents were as follows:

1. Work with college Advisory Committee in making recommendations for policies in personnel, finance, curriculum, etc.
2. Recruit staff and recommend appointments and releases of all staff members.
3. Take responsibility for all matters affecting the college.
4. Act as chief administrative officer for the college.

The eleven responsibilities of junior college presidents next mentioned were as follows:

1. Organize and administer the college.
2. Direct educational planning.
3. Approve all scheduling of facilities and of staff and school calendar.

4. Maintain records of all staff meetings and Advisory Committee meetings.
5. Interpret the community junior college program to the community.
6. Serve as consultant in the development of state and national educational policies affecting the junior college program.
7. Serve actively in state junior college organizations and in the American Association of Junior Colleges.
8. Complete all state, national, and local school reports.
9. Delegate authority and responsibility to other officers and faculty members and hold these individuals to the full discharge of their duties.
10. Develop long-range plans to provide for continued growth and improvement of the college.
11. Serve as the Executive Secretary to the Advisory Committee.

Two junior colleges did not detail a specific list of job responsibilities for their presidents. In both these institutions, the President was simply described as being the chief executive officer of the junior college, with direct responsibility through the County Superintendent to the County Board of Public Instruction. In both cases, the President had delegated authority and responsibility to other executive officers as described in the faculty or college manual of the institution.

Six junior colleges specifically stated that the Academic Dean was directly responsible to the President (as part of the job description). The most often-mentioned item in the job descriptions of the academic

deans was that of scheduling all classes offered by the institution. The five responsibilities of academic deans next most often-mentioned were as follows:

1. Assume total responsibility for the instructional program.
2. Recommend faculty appointments to the President.
3. Stimulate needed changes in the curriculum.
4. Keep abreast of new developments, procedures, and methods.
5. Evaluate curriculum and instruction.

One junior college studied separated the functions normally associated with a Dean of Administration into two positions at the dean's level, both positions reporting directly to the President. The Business Manager in this college had the functions of payroll, budget, and internal accounts. The second person was the Director of Services, and his responsibilities included the bookstore, administrative machine records, purchasing, non-instructional personnel, supervision of buildings and grounds, custodial maintenance, and food service. There were plans to combine these two offices under a Director of Administrative Services at some future date, but this merger was not felt to be of pressing importance at the time of this study by the President.

One other junior college had a somewhat different arrangement with administrative services. Two positions existed at the dean's level, one titled the Director of Internal Services and Campus Planning and the other titled the Director of Educational Services. The Director of Internal Services and Campus Planning had responsibility for the functions of business management, college services, internal accounting, bookstore operation, food services, custodial, maintenance, employing and super-

vising non-instructional personnel, internal bookkeeping, supervision of payroll, and cashiering. The position of Director of Educational Services was unlike any other position in any of the junior colleges studied. His functions included data processing, the learning center, audio-visuals, institutional research, radio and television, and the reading laboratory.

One junior college had a Director of Business Affairs responsible to the President for the college service functions of a business nature: finance and accounting, payroll, insurance, and personnel records. This college also had a Dean of College Services reporting to the Dean of the College for the security and safety, maintenance, custodial services, cafeteria, and bookstore functions.

The six other junior colleges had one position at the dean's level as Dean of Administration. The two most often-mentioned items in the job descriptions for this position were plant maintenance, and the keeping of internal accounts and records.

The seven most often-mentioned items in these job descriptions were as follows:

1. Budget and budget administration (or control).
2. Purchasing.
3. Equipment inventory.
4. Bookstore management.
5. State reports on finance, enrollment, faculty salaries, etc.
6. Custodial supervision.
7. Campus parking and security.

These deans of administration all reported directly to the President of their respective institutions, which item was, for the most part, noted in their job descriptions.

Eight junior colleges studied had a Dean or Director of Student Personnel, and only one of these positions was not directly under the President. This single exception was an institution having a Director of Student Personnel under the Academic Dean at the division level (third echelon). The various titles for these positions were Director of Student Personnel, Dean of Student Affairs, Dean of Student Personnel Services, and Dean of Students. The three most often-mentioned items in their job descriptions were as follows:

1. Direct and coordinate all guidance and counseling.
2. Supervise student activities.
3. Supervise student housing.

The six items next most often-mentioned as responsibilities of the Dean of Students were as follows:

1. Testing
2. Student discipline.
3. Admissions.
4. Student records.
5. Student aid.
6. Placement.

In the one junior college having third echelon deans, their job descriptions very closely resembled that of the Academic Dean and contained the following items as responsibilities:



1. Direct the work of division chairmen (or heads or directors).
2. Assume responsibility to the President through the Vice-President for Instruction.
3. Supervise instructional and non-instructional personnel.
4. Conduct classroom visitation and evaluation.
5. Recommend new courses and help develop them.
6. Evaluate course content in all subjects.
7. Articulate the college activities with other institutions and the community.
8. Serve as a member of the Administrative Council.
9. Serve as an ex-officio member of all committees concerned with the workings of his division.
10. Coordinate his programs with the overall college program.
11. Prepare budget recommendations in his area.
12. Approve purchases in his area and review the budgets periodically.
- 13.. Request additional personnel as needed. Recruit same.  
Recommend staff for appointment to the Vice-President.  
Recommend dismissal as needed.
14. Recommend disposition of disciplinary cases.
15. Assume responsibility for evening courses, short courses, and institutes in his area.

Only one junior college studied had no job description for its division chairmen. Each junior college having a job description for these administrators had them reporting directly to the Academic Dean. The two

most often-mentioned responsibilities of division chairmen were (1) to promote, organize, and develop all activities and programs within their respective areas or divisions, and (2) to collect, evaluate, develop course syllabi and final examinations in the subject areas of their respective divisions. The five items next most often-mentioned were as follows:

1. Approve requisitions and purchases from members of their divisions.
2. Develop long-range plans for programs in their divisions.
3. Administer the budget in their divisions.
4. Recruit faculty.
5. Supervise and evaluate instructional personnel.

#### Committees

Published materials indicate that three of the junior colleges hold regularly-scheduled faculty meetings monthly. In one of these institutions, the Academic Dean calls the meetings, and in the other two, the President does. Four institutions make no mention of faculty meetings in their published manuals. One institution holds faculty meetings weekly at the beginning of the academic year, but the number of meetings purposely tapers off later in the semester. In this institution, the President calls the meetings and usually presides, and sends out an agenda in advance of the meetings. There is a published method in the College Manual for submitting agenda items to the Office of the President. One institution says that faculty meetings are called at the discretion of the President.

Faculty or college committees as reported in the published manuals of the institutions studied were used in the following college areas:

1. Special events.
2. Admissions and standards.
3. Publications.
4. Administrative.
5. Courtesy.
6. Academic affairs.
7. Faculty affairs.
8. Research.
9. Library.
10. Services.
11. Student affairs.
12. Student aid.

Special Events. Five junior colleges listed committees in this area, but one of them did not describe the functions of its committee. In one junior college, there were four committees functioning in this area: Assembly Committee, Graduation Committee, Special Events Committee, and Student Honors Committee. One junior college described its committee in this area as reporting to the Academic Dean, but all others stated that the committee reported to the President. Committees in this area were particularly charged with (1) planning, organizing, and executing formal convocations, and (2) recommending and carrying out special programs, policies, and procedures. Only two institutions had student representation on these committees.

Admissions and Standards. Four of the institutions studied had standing committees on admissions and standards, one of the four using two standing committees. One other junior college described its committee in this area as an ad hoc committee. Two of the junior colleges published no description of the functions of committees in this area. This committee in one institution reported to the Academic Dean, but in one other institution, the committee was charged with making all recommendations directly to the President, with the Academic Dean serving as the chairman. The committees in this area were charged most often with problems, policies, and procedures concerning admissions. Only one junior college had student representation on these committees.

Publications. Three institutions listed a committee on publications but one of them gave no description of the functions of the committee. With the two giving descriptions of committee responsibilities, one described the committee as reporting to the Academic Dean and one said the committee reported to the President. These committees were described as carrying out established policy, but not as policy-setting organs of the institutions. Only one junior college mentioned student representation on these committees.

Administrative. Six institutions listed administrative committees, and they were usually listed as the Administrative Council or as the Executive Council. Four of these institutions listed membership on these committees as administrators only, and they are not, therefore, considered faculty or college committees. Only two junior colleges described the membership of these committees as having faculty represen-

tion, and this was with the faculty very formidably in the minority. Two of the institutions gave no description of the responsibilities of these committees, but the others were described as serving in an advisory capacity to the President on administrative matters having import for the entire college. All five institutions listed these committees as reporting directly to the President, with one junior college stating that the President served as permanent chairman. No junior college had student representation on these committees.

Courtesy. Three junior colleges had courtesy committees, and in a fourth, this function was performed by an individual appointed each year by the President. In all four institutions, this function was performed under the supervision and control of the President. The duties of this area of committees were principally in remembering, through gifts, flowers, and cards, special events in the lives of the faculty and staff. Two of the four institutions mentioned an assessment of a prescribed amount per staff member per year. No college mentioned student representation on this committee.

Academic Affairs. Eight of the nine junior colleges studied had standing committees on academic affairs. Five of these colleges called their committees Academic Affairs Committees, and three colleges called their committees Curriculum Committees. Only one institution mentioned student representation on these committees; six institutions had administration and faculty represented on their committees. Four junior colleges had no descriptions of committee functions in this area. The primary responsibility of all the committees in this area was for continuous review

and evaluation of curricular offerings, existing or proposed. In one institution, the committee made its recommendations to the faculty at large; one committee reported to the Academic Dean; six institutions had their committees reporting directly to the President or directly subject to presidential approval of their work.

Faculty Affairs. Six institutions reported standing committees on faculty affairs in their manuals, but only three of them had detailed descriptions of the functions of the committees. Three of the junior colleges called the committees Faculty Affairs Committees, and two colleges called them Faculty Advisory Committees to the President. Five of the institutions reported that these committees meet with the President in their deliberations. The functional descriptions of these committees would indicate that they discuss any and all affairs pertaining to faculty. This committee in one institution was, by description, a faculty grievance committee, with items for discussion brought to the attention of the committee by individual faculty members. These committees had no student representation.

Research. Three institutions mentioned having standing committees on research, but two of the three had no detailed description of the committee functions. Faculty and administration were the only representatives on these committees.

Library. Six institutions indicated in their published manuals that they had standing library committees, all of them by the title of Library Committee. Three of the junior colleges did not carry detailed descriptions of their committee functions. Only one institution mentioned having student representation on its committee. One junior

college manual said its committee reported to the Librarian, but four others had their committees reporting to the President for approval of action and/or recommendations. The main function of such committees was to advise the Librarian on the college's collection of books and the place of the library in the total college program.

Services. Four institutions indicated standing committees on services, with one junior college having three standing committees in this area alone. No student representation was mentioned by any of the colleges having these committees. One of the institutions had administrative staff only as members of the committee, and this committee is therefore not considered a faculty or college committee. Four of the institutions had these committees reporting directly to the President.

Student Affairs. Eight junior colleges out of nine studied indicated having standing committees in the area of Student Affairs, but the manuals of only four colleges contained descriptions of the functions of their committees in this area. Three institutions indicated student representation on these committees, and all eight indicated having both faculty and administrative representation. Four junior colleges had more than one committee in Student Affairs. In five junior colleges, the actions and recommendations of their committees in this area are directly subject to approval by the presidents. The functions of such committees cover the entire area of student life and problems.

Student Aid. Three junior colleges indicated having Student Aid committees, but student representation was not indicated in any college. One of these colleges did not have a detailed description of committee

functions in student aid but the other two institutions mentioned the following areas of responsibility for their Student Aid committee: scholarships, loans, grants, student employment (policies and administrative). All three junior colleges indicated that their committees in this area receive direct approval of committee actions and/or recommendations from their presidents.

#### The Study of the Structures by Means of Committee Meeting Minutes

A minute examination of the minutes of all standing committees for the 1965-66 academic year was not very helpful. The purpose of these examinations was two-fold: (1) to determine the subjects discussed at these meetings, and (2) to determine the disposition of these subjects discussed according to the level and type of decisions made by each committee in each junior college. It was easy to fulfill the first purpose stated above because an examination of the minutes of these meetings simply confirmed or reinforced the descriptions given in various manuals for the work of the committees.

Purpose number two above could not be fulfilled. The minutes of the meetings were written generally in such a way as to make it impossible to determine whether the action taken by the committee was a final action, a discussion with no action, a recommendation to another committee, a recommendation to higher authority, or what. Only in two institutions was any real consistency noted as to subject disposition, and in both cases the minutes reflected exactly the person or body to whom actions were recommended or taken.



The researcher, therefore, had to go to the responses from the questionnaire used in Chapter II and to the published manuals of the institutions studied to determine the dispositions of subjects made by committees. As reflected earlier in this study, the responses to the questionnaire indicated that most committees made recommendations to higher authority, with a very limited number of them having authority to make final decisions in their areas of responsibility.

### CHAPTER III

#### CONSTRUCTION OF THE ORGANIZATIONAL SCALE AND CONTINUUM

As has been recognized in Chapter I, there are many and conflicting views on organizational structure and administrative techniques. There is a somewhat zealous concern for a "scientific" approach to matters of administration, rather than what has sometimes been described as a "cookbook" approach. There is a flurry of intellectual excitement over principles and theories from all quarters. The following paragraphs will suffice to illustrate these points.

##### Conflicting Views on Organization and Administration

Blocker, Plummer, and Richardson (11:175) define a formal organization as ". . . any organization which has been set up to accomplish stated objectives requiring collective effort on the part of many individuals." They further define administration as ". . . simply the direction and coordination of . . . two components of the organization." (11:170) The two components to which they refer are the nomothetic and idiographic dimensions, theorized by Getzels (29:424) in his concept that administration, structurally, is a hierarchy of subordinate-superordinate relationships within a social system. Argyris (3) therefore maintains that formal organizational structures are pyramidal in nature, regardless of the formal organization.

Griffiths (35:115f) defines the formal organization as a system of roles arranged in a hierarchical manner and officially established to perform one or more tasks. To Griffiths the central function of administra-

tion is directing and controlling the decision-making process. Griffiths states (31:71) that administration is a generalized type of behavior to be found in all human organizations, and he further added that the ". . . structure of an organization is determined by the nature of its decision-making process." (31:89)

Combs (21) states that what one believes is determinant of behavior. Thus behavior becomes a question of beliefs. These beliefs are the result of how things seem to the believer. Thus, if a person believes in force, the problem becomes one of manipulating forces. If the person believes in bureaucracy, the problem becomes one of setting up a bureaucratic organizational structure and maintaining it.

Gregg (15:269-70) defines administration as ". . . the total of the processes through which appropriate human and material resources are made available and effective for accomplishing the purposes of the enterprise." The enterprise--or organization--is therefore the formalized group or activity, so formalized to achieve certain attainable goals.

Barnard (42) proposed that an organization is a system embracing the activities of two or more persons which coordinates their activities to attain a common goal. Administration, for Barnard, then becomes the act of coordinating activities.

Morphet, Johns, and Reller (53: Chapter 4) state, "The purpose of an organization is to provide the means by which the actors in the organization may cooperate." They further maintain that "The organizational structure of an institution is created to divide the labor and to coordinate the work of the institution." (64:3) In other words, again, the structure

divides and coordinates the work. Getzels (29) saw his "hierarchy of subordinate-superordinate relationships within a social system" as the focal point for dividing and coordinating the roles and facilities in order to achieve the goals of the social system.

There seems to be rather general agreement on the functions of formal organizations. Argyris (3) states that all organizations seek to attain their goals, maintain themselves, and adapt to their environments. Morphet, Johns, and Reller (53: Chapter 3) state essentially the same as follows:

Perceptive administrators have long recognized that the administrator must deal with the organization, the individual, and the environment. The organization and its environment must come to terms with each other by the organization establishing and attaining purposes wanted by the environment and by the environment supporting the organization that satisfies its wants. Similarly, the organization and the individual must come to terms with each other by the individual accepting and facilitating the attainment of the purposes of the organization and by the organization satisfying the wants of the individual.

And Barnard (7: Chapter 1) says that the successful organization depends upon the following conditions: (1) accomplishment of organizational purposes, and (2) satisfaction of individual motives.

On a very closely-related trend of thought, Parsons (35:50-71) noted three levels in the hierarchical structure of organizations:

1. Technical functions--teaching.
2. Managerial functions--mediation between the internal and external and the administration of the organization's internal affairs.
3. Institutional functions--involving the responsibilities of boards.

Parsons described the administrator as being at the managerial level, charged with the responsibilities of organizing the technical functions processes.

From the "man on the firing line" comes the statement of Fordyce (27) that the role of one who arbitrates is a vital role for the junior college president. He further states that "The chief administrator's greatest challenge is to find competent people to head the three main functions of the junior college: curriculum and instruction, student services, and business services. The President soon finds that he really cannot work too effectively with more than three or four of these people. (27).

It should be noted that the preceding definitions and comments constantly refer to "hierarchy" in the process of administration and in a formal organization. It would be well for those theorists arguing for a "community of scholars" or a "community of authority" to remember that any group or organization, formal or informal, has its hierarchy. Therefore, to erase all traces of levels or hierarchy from administration and/or organizational structures is sheer folly, resulting in utter chaos. Hierarchy is needed to allow the organization to implement policy effectively and efficiently.

Thus study utilizes several basic assumptions in attempting to develop a scale and continuum for use in showing bureaucratic-collegial structural tendencies. These are, essentially, as follows:

1. The choice of a particular theory is largely determined by one's value orientation.

2. No assumption of "good" or "bad" will be made regarding the organizational structures studied or the models developed or commented on.
3. Authoritarian, bureaucratic, and undemocratic will herein be used synonymously. Pluralistic, democratic, and collegial will be used herein synonymously.
4. Any activity which is organized will have a formal and an informal structure. If this activity is formalized into a formal organization, it will be so for the purposes of attaining certain objectives or achieving certain goals. These objectives or goals will either be imposed upon the organization by the environment or arrived at by the role incumbents within the institution or organization.

#### The Bureaucratic Model

Bogue (12:275) states the traditional view of internal organization--or structure--as simply the arrangement through which administrative functions flow, and the chief administrator is the kingpin (12:299). Thus the traditional concept of internal structure would be that of a highly-structured hierarchy, with the President directly responsible to the controlling board for policy recommendation and implementation, a widely-published organizational chart clearly delineating responsibility, and a clear understanding of status and power in and between all echelons.

Abbott and Lovell maintain (1:40) that ". . . the appropriation of hierarchical prerogatives to enhance the personal status of administrative officials represents a most serious obstacle to the introduction of mean-

ingful innovations in the educational organizations. . . ." They further state that school organization is today a highly-developed bureaucracy, where the perpetuation of the bureaucratic structure is perhaps much more important than change or improvement. But what makes an organizational structure bureaucratic?

Weber (1:43-4) saw bureaucracy as the ideal structural arrangement for accomplishing large-scale administrative tasks. To Weber, the essential characteristics of a bureaucracy were:

1. Regular activities are distributed in fixed ways as official duties.
2. Organizational patterns are arranged in an hierarchy with firmly established levels of authority.
3. The management of activities is controlled by general rules which are more or less stable, exhaustive, and can be learned.
4. Emotional elements must be eliminated in a bureaucracy in order for it to function effectively.
5. Employment is based on technical competence and constitutes a career.

Quite naturally, then, a bureaucratic leader assumes that he is more capable than all his subordinates to accomplish a task--even a task in which the subordinates are specialists. There is the tendency to emphasize the term "rights" when referring to superordinate roles and to speak of "obligations" when referring to subordinate roles (1:47). The organizational structure is essentially set up to facilitate the accomplishment of administrative functions. This is the bureaucratic way.

The essential and principal characteristics just mentioned which apply to Weber's model of bureaucracy can be subdivided into many structural traits, of which the following are a few.

1. There must be a detailed job description for each position, particularly those positions in the power echelons.
2. The duties spelled out in these job descriptions are formulated by the members of the power echelons, particularly near the top.
3. There must be a rather detailed list of the divisions of labor which can be neatly accomplished in a line and staff chart.
4. There is a high degree of specialization within the organization.
5. Employment within the organization is on the basis of technical competence and qualifications.
6. Each position has a particular status attached to it, particularly the power positions.
7. Status results from occupying the position.
8. The subordinates are obligated (by employment with the organization) to "pay tribute" to the status of superordinates.
9. There is detailed supervision of lower offices by higher ones.
10. Each official has the authority to control his subordinates.
11. Leadership is confined to those in power positions in power echelons.
12. Good human relations are necessary so that followers will accept the superordinate's decisions.



13. Authority and power can be shared (or delegated), but responsibility always rests with the chief official.
14. The chief official is always ultimately responsible for every detail of the organization.
15. Each power echelon position incumbent defends his subordinates--right or wrong--so long as they remain loyal to him. Security is thus obtained through staying in the "good graces" of the superior.
16. Organizational rules are general and abstract and, in effect, constitute standards for uniformity in task accomplishment.
17. Directives are not issued on whim or caprice, but require the application of general principles to particular cases. The tendency is to have rules for everything.
18. The hierarchical structure plus the rules provide for the necessary coordination and continuity of the organization, even beyond the lifespan of the job incumbents.
19. The essence of bureaucracy is rationality. Personnel relations must therefore be highly impersonal. All subordinates must be treated equally, so long as they are equally loyal to their superior.
20. The individual is expendable. He must be removed if he interferes with the efficiency of the operation.
21. Unity of purpose is achieved through loyalty to the superordinate.
22. The image of the superordinate (the executive) is built up to that of a superman.

23. Maximum production is attained in a climate of competition and pressure.
24. Authority is the right and privilege of a person holding a power position in the hierarchy.
25. Evaluation is the prerogative of superordinates, not the members.
26. Promotions are determined by seniority or achievement or both.
27. Jobs carry fixed compensation, always determined by the hierarchy.
28. Provisions are made for retirement on the assumption that this is a reward for good service and loyalty to the organization.
29. The organizational structure is set up to facilitate the accomplishment of administrative and organizational functions.

Weber's model is the most widely-used model of organization in every advanced country of the world (53: Chapter 4), and it is the basic model for organizing the public schools in the United States, especially the larger ones. Proponents of Weber's model (53: Chapter 4) claim it to be (1) superior in attaining higher efficiency, (2) most rational in controlling people, (3) superior in precision, stability, discipline, reliability, (4) superior in allowing the calculation of results, (5) applicable to all kinds of administrative tasks, (6) superior in reducing the elements of patriarchalism, patrimonialism, and charisma, and (7) more democratic than other structures because the power positions are filled with technical experts who come from the masses.

### The Collegial Model

Johns advocates the collegial theory of administration when he argues that one internal structure is needed to formulate policies and programs and another is needed to carry them out (64:4). It is still true--under the collegial theory--that each institution must have a single executive head, every one needs a place in the line and staff organization, and each person should be administratively responsible to only one other person. But an additional requirement under this theory would be that each person also needs a place in the policy- and program-forming structure.

The collegial concept is therefore described by Morphet, Johns, and Reller (53: Chapter 4) as ". . . a modification of the monocratic bureaucratic concept providing for a pluralistic sharing of power to make policy and program decisions on a collegial basis. Under this concept, the organization is structured hierarchically as in Weber's bureaucracy to implement programs and policies and is structured collegially on an egalitarian basis for making policy and program decisions."

Thus Johns argues (64:2) that "(1) There is no inherent right to make decisions at the state level; there is no inherent right to make decisions at the local board level; nor is there any inherent right for the president and his faculty to make decisions at that level. (2) The place that we locate the decision-making power on a particular matter should be at that point where that decision can be most efficiently made to achieve the purpose of that institution." Johns (64:45) states that the effectiveness of the administration is not achieved through forcing men into

a job description and forcing others to accept this fact--the effectiveness is achieved when the staff and faculty of an institution willingly arrive at similar images of the functions and responsibilities of various administrative positions.

As opposed to Weber's model, the characteristics of an organizational structure under the collegial theory would be as follows (53: Chapter 4):

1. The situation and the issue and not the position determine who exercises authority and how.
2. Organizational charts simply divide the labor and aid the implementation of policies derived from the total group. Responsibility and authority are shared and decision-making is shared. Leadership is not restricted to status positions in a hierarchical structure.
3. Policies, rules, programs, etc., are flexible and can be changed by democratic group action. This necessitates constant evaluation in a threat-free climate. Emphasis is on goal-attainment.
4. The individual is important and he is not treated as an automated machine, but as a human being with personal problems, desires, and goals.
5. Employment is based on more factors than just technical competence, and there is provision for advancement through all echelons according to ability.

Divided into structural traits, these essential characteristics could be detailed as follows:

1. Authority arises out of the situation, and not because of a position in a power echelon.
2. Decisions are made as near the scene of action as practicable.  
Thus every member of the organization is in some sort of "power position."
3. Leadership is shared by literally all the members of the organization, not just those in status positions or power positions.
4. The leaders in the hierarchy encourage individual leadership of all the members.
5. Good human relations are essential to group production and to satisfy individual human needs.
6. Responsibility as well as power and authority can be shared.
7. The chief executive is not totally responsible for every aspect of the organization because he has delegated authority, power, and responsibility for the various functions of the organization.
8. The chief executive's major function becomes one of coordination and facilitation.
9. This type of structure assumes that individuals will accept responsibility voluntarily.
10. Those affected by a program or policy should share in the decisions concerning this program or policy. This sharing of decision-making can be either directly or through representation, depending upon such factors as organization size and complexity, etc.

11. The individual finds security in a dynamic climate in which he shares responsibility for decision-making.
12. Unity of purpose is secured through consensus and group loyalty.
- 13.. Maximum production is achieved in a threat-free climate.
14. The use of external pressure upon individuals which is destructive of human personality is highly frowned upon.
15. Line and staff charts are used exclusively for the purpose of dividing the labor and implementing policies and programs cooperatively developed by the total group affected.
16. Evaluation is a total group responsibility. This means that evaluation by more than one individual is more valid.
17. The individual is not expendable. He is vastly important as an individual.
18. The individual has certain basic human needs which must be met in addition to the organization meeting the needs of the formal organization or institution.
19. Achievement of organizational purposes is better accomplished by conserving and improving the members of the organization.
20. Concern is shown for such things as working conditions, salary, job benefits, individual ideas and innovations, suggestions for change, etc.
21. The organizational structure is set up to facilitate the accomplishment of goals--institutional and personal. When the structure begins to hinder goal accomplishment, it must be reorganized or changed.

As can be seen from the preceding statements of the bureaucratic and collegial organizational structures, there are many points of similarity. These can be summed up in terms of the effectiveness of the organization. The effectiveness of the organization is enhanced with the following (53: Chapter 4):

1. By having a single executive head.
2. By stating a clear definition of goals and purposes.
3. By so structuring the organization that every person in the organization knows to whom and for what he is responsible.
4. By having superordinates delegate authority to subordinates.
5. By dividing the labor and by having task specialization.
6. By developing standardized procedures for routine administrative operation.
7. By assigning to each administrator no greater a number of persons than he can directly supervise.
8. By continuing policies and programs until results can be evaluated.
9. By making provisions for innovation and change.
10. By providing security for its members.
11. By instituting personnel policies which include selecting the competent, training the inexperienced, eliminating the incompetent, and providing incentives for all members of the organization.
12. By making provisions for not only evaluating the products of the organization, but also the organization itself.

The Bureaucratic-Collegial Scale and Continuum

Griffiths proposes (31:89) that "The structure of an organization is determined by the nature of its decision-making process." An understanding of this process is thus the key to the organizational structure. He goes on to state that the hierarchical rank a person occupies in an organization is directly related to his control of the decision process. It is therefore the function of the chief executive to facilitate and coordinate the decision-making process. Two other propositions of Griffiths are of immediate concern in this study (31:90-1).

1. If the administrator confines his behavior to making decisions on the decision-making process rather than making terminal decisions for the organization, his behavior will be more acceptable to his subordinates.
2. If the administrator perceives himself as the controller of the decision-making process, rather than the maker of the organization's decisions, the decisions will be more effective.

As Griffiths has pointed out, the real power in any organization is the control of decision-making. To some administrators, this means making all final decisions themselves, which procedure is equated with the bureaucratic theory. To other administrators, this control of decision-making means facilitating and coordinating such decision-making--this action is equated with the collegial theory, where the decision should be made as close to the point of needed action as practicable. This line of reasoning is easy to follow when one is speaking of policy implementation and immediate-action decisions, but policy determination brings on a new set of problems.



Policy determination in a bureaucracy is accomplished in the "upper realms of the hierarchy." Under a collegial structure, there is representation or full and direct participation of all areas of the organization affected by a particular question in the process of determining an appropriate policy. The emphasis in a collegial structure is on consensus, or failing that, a majority decision. To Griffiths (31:93) administrative decisions are those which establish criteria by which others make their decisions, whether in the area of policy determination or the area of policy implementation.

"While one must certainly look at the behavior of the administrator, only the behavior of the administrator as it relates to the decision process is of any consequence in evaluating the worth of an organization." (31:92) This study is not concerned with the "worth" of an organization per se, but it is vitally concerned with the tendency of an organizational structure to be bureaucratic or collegial. With the decision-making process as the "key," the structure of the organization can be examined in terms of the formal patterns (and their theoretical bases) established by the organization for making its decisions.

This study has been critically concerned with the decision-making process in the organizational structures studied, and the process has been principally considered in terms of the following:

1. Administrative attitudes and behavior on specified issues.
2. Levels of authority, power, and responsibility in each junior college.
3. The process of selecting the organization's administrators.

4. The process of faculty selection, evaluation, ranking, and regulation. .
5. The process of formal faculty organization (if present).
6. The participation of various "power" echelons or hierarchical positions in the making of decisions.
7. The direct participation of individuals in various echelons in the formulation of critical policies. This included student participation (if present).
8. The participation of various echelons in the formulation of organizational or departmental policies through service on college or faculty standing committees. There are also attempts to examine the "power" of these committees in terms of who made ultimate or final decisions on the subjects discussed by the committees.

The evidence presented in this study indicates that the junior colleges in Florida are neither completely bureaucratic nor completely collegial in their structure. It is a premise of this study that the internal organizational structures of these organizations can be described in terms of a continuum, ranging between two extreme positions, theories, or models: (1) a completely bureaucratic structure, and (2) a completely collegial structure. The organizational structures of junior colleges can be accurately placed on this continuum by systematically developing and applying a "scale" of numerical values to represent the "parties" or participants in any particular decision.

Policy determination and evaluation are areas where theoretical

tendencies to be bureaucratic or collegial will most readily appear in connection with the internal structures set up to facilitate such decisions, but these structural tendencies will be also noticeable in policy implementation. In other words, these are the two internal structures--determination and implementation--which Johns (64:4) describes as essential for a collegial structure. The bureaucratic structure would tend to utilize the existing line and staff chart and organization for determination of policy and programs as well as for implementation and evaluation of policies, with the top administrative echelons most vitally involved in both processes.

As described in Chapter I, this study has been so far continuously and primarily concerned with three levels of administration: (1) presidents, (2) deans and similar line officers at the dean's level, and (3) division or department chairmen. Blocker, Plummer, and Richardson (11:180) describe five functional levels of junior college administration with the corresponding levels of responsibility and functions as follows:

- Level 1: Board of Control (policy-making).
- Level 2: Chief Executive Officer (policy recommendations and administrative implementation).
- Level 3: Deans or Directors, academic, student personnel, business, and others (administrative implementation).
- Level 4: Division Chairmen and Specialized Administrative Personnel (program implementation and services to faculty and staff).
- Level 5: Teaching Faculty and Nonacademic Staff Members (direct program implementation).

This structure is strictly pyramidal in nature and bureaucratic in concept, since all policy-making is confined to Levels 1 and 2. With minor changes, this description of administrative hierarchy can be readily used for purposes of structuring a continuum. There are certain elements, however, which must be added to the five levels in order to have a complete hierarchy in the junior college pattern.

This study is concerned with the internal structures of the institutions--from the President down. The board in Blocker's description is here considered an element in the external aspects or structure of the institution. Therefore, for purposes of this study, the President will be considered Echelon I. Deans are therefore in Echelon II.

In junior colleges having deans of administration (Echelon II) with business managers under them, the business managers are considered at Echelon III, along with division chairmen and specialized administrative personnel.

Teaching faculty and non-academic staff are in Echelon IV.

Blocker left out an essential ingredient in the structure of the junior college--from a collegial point of view--when he left out students. Students will be considered as in Echelon V.

The continuum can now be drawn ranging from a completely bureaucratic model with a numerical value of "0," where the chief executive officer makes every final decision, to a completely collegial model with a numerical value of "4," where the individual faculty and student is held responsible--and considers himself to be responsible--for certain aspects of the institution in policy determination and implementation (Figure 1).

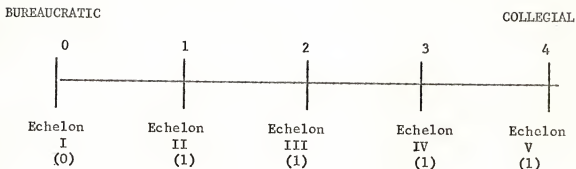


Figure 1: Bureaucratic-Collegial Continuum.

The Arabic numerals in parentheses (Figure 1) under the various echelons in the figure represent the numerical values to be assigned to each echelon and applied to any policy decision made on the basis of which echelon or echelons made the decision and/or were involved in the decision. For example, if a decision is made by the Academic Dean, this decision would be assigned a numerical value of "1." This would signify one step away from a complete bureaucracy, since the Academic Dean would not have been able to make the decision had he not been delegated some fragment of responsibility, authority, and power. But suppose the Academic Dean made the decision in conjunction with a faculty representative and a student. Three echelons are now involved in this one decision. The numerical rating assigned to this decision would be "3"--or  $1 + 1 + 1$ . This is simply--in reality--a sum total of the number of echelons below the President involved in any one decision. In the first instance, the Academic Dean made the decision on his own, thus placing the rating of the decision near the bureaucratic end of the continuum. In the second instance, the involvement of the faculty representative and

the student implies a subject with concern for at least three echelons. In sharing the making of the decision with the two others, the Academic Dean moved the process of decision-making toward the collegial end of the continuum--decision-sharing with the areas most concerned with the results of such a decision. A core concept in the values thus assigned to each decision is the involvement of various echelons in addition to the President in decisions.

But there immediately comes to mind a very important question concerning the validity of such a scale in terms of the number and variety and types of decisions to be made in the course of a day in the life of an institution, and this question concerns policy implementation. As has been previously stated, policy implementations (and associated decisions) are accomplished in a bureaucratic institution in the patterns described in the institution's line and staff chart. This is equally true with the collegial structure, but with the great exception that the decisions made in policy implementation are made as close to the scene of needed action as practicable. At first glance this might mean that the number of echelons involved in a decision involving policy implementation signifies only two things of any great consequence--how many people were needlessly involved in the decision other than the principals, and how many echelons separated the scene of needed action from the person actually making the decision.

In order to identify these latter two elements of a decision, the researcher would have to make several value judgments, which could be easily disputed from many quarters, and several assumptions, which could

be proven unsound. To begin with, on any decision involving policy implementation, the researcher would have to determine the echelon which should ideally make the decision, and this determination would have to be made in terms of a bureaucracy as well as in terms of a collegial system. This would vary with every single decision, because of each decision's uniqueness. A scale would then have to be developed to indicate how far an institution deviated from the "ideal" decision-making echelon on every single decision.

These arguments, however, do not necessarily negate the central idea and purpose of the bureaucratic-collegial scale. The further down in the hierarchy a decision on policy implementation is made, the greater the decentralization of power. Only one adjustment is necessary to make the scale equally applicable to the area of policy implementation. If, on a decision of policy determination or evaluation, the decision is made by a faculty committee, a rating of "3" is given the decision, signifying the direct or indirect involvement of four echelons. If, on a decision of policy implementation, the decision is made by a faculty committee a rating of "3" is again given the decision, signifying the decentralization of the decision-making process to the fourth echelon. This is perfectly in keeping with Griffiths' definition of an administrative decision as one which establishes criteria by which others make their decisions. The faculty committee, in other words, has had the criteria set by which they make their decisions. In a very real sense, there has been a "sharing" of power through four echelons of the hierarchy. A consistent rating of "0" or "1" on decisions of policy implementation would indicate a

highly centralized, bureaucratic organizational structure.

Three types of decisions are made, therefore, where the number of echelons involved in any particular instance is important and indicative of bureaucratic-collegial tendencies. These three types of decisions are (1) policy determination, (2) policy implementation, and (3) policy or program evaluation. Any successful organization, regardless of its theoretical bent, must make provisions for these three types of activity, and both Weber and Johns agree on this concept. It is, as described earlier in this chapter, the manner in which the organization goes about accomplishing these types of activity--or making these types of decisions--that tendencies to be either bureaucratic or collegial will occur. It is in these areas that the bureaucratic-collegial scale herein developed and illustrated will apply.

Though it was not originally designed for this purpose, the Internal Organizational Structures Questionnaire used in Chapter II can here be used to illustrate the effectiveness of the scale in measuring the bureaucratic-collegial tendencies in any junior college's organizational pattern. Appendix B lists the questions from this questionnaire which can be used to characterize the indicated decision-making areas of any institution. The questions cover three types or categories of policy decisions: (1) policy determination, (2) policy implementation, and (3) policy evaluation. However, some of the possible responses from the Internal Organizational Structures Questionnaire are not so quickly identifiable in terms of the developed scale and continuum. Listed below are some of the "problem responses" with the assigned values and brief justification for each.



Question Number 3. From all indications gained from this study, "Administration" in this general sense would tend to mean the top two echelons of administration. This is due to the fact that when referring to administration broadly, division chairmen are usually excluded by junior college educators in Florida. This is greatly due to the simple fact that Florida junior college division chairmen still spend over 50 percent of their time actively engaged in classroom teaching in the vast majority of institutions, and less than half their time is devoted to administrative matters. Thus the numerical rating assigned to the "administration" response on this question would be "1," signifying the involvement of Echelon II in this decision in addition to the President. A response of "Faculty" on this question would be assigned a rating of "3," signifying the involvement of Echelons II, III, and IV (in addition to the President) in the decision. A response of "Joint" on this question would be assigned a rating of "4," signifying the involvement of all echelons in the decision. Since this is a decision in the area of policy determination, the more echelons involved in the determination process, the more collegial the structure.

Question Number 29. A decision on formulation of policy by the County Board of Public Instruction takes such determination completely out of the hands of all echelons of the junior college internal structure, with the possible exception of the President, who may recommend such policy to the Board. Such determination by the Board is the second echelon removed from the internal organizational structure of the institution, and therefore is assigned a numerical rating of "-2."

Question Number 33. The same reasoning is here used as with

Question Number 29, and responses of "County BPT" are assigned the numerical value of "-2."

The assigned ratings per question on the questions thus pulled from the Internal Organizational Structures Questionnaire are shown in Table 22 for illustrative purposes. The assigned ratings per respondent and per question are also totaled and averaged in Table 22 to give an institutional rating. Figure 2, page 101, shows the placement by code letter of each institution studied on the bureaucratic-collegial continuum. These overall ratings and the placement of the institutions on the continuum are not here used as "ultimate" indications of the bureaucratic-collegial tendencies of these institutions. This is used herein as merely illustrative of the scale, since the number of questions and responses to be rated is extremely limited for such a total institutional determination or judgment. These ratings and the institutional rating do signify certain tendencies to be either bureaucratic or collegial on the total number of decisions and/or areas questioned, and they further signify the very same tendency or tendencies on any one decision or area questioned. The usefulness of the scale and continuum herein developed lies in the fact that it can be applied to any junior college on any one decision, to any area of decisions, or to the total institution to show bureaucratic-collegial tendencies. The ratings assigned in this portion of the study are on the basis of opinions of the respondents, and not on the basis of published fact about the institutions, since many of the areas questioned are not covered in detail by the published manuals of the institutions.

TABLE 22  
RATINGS OF JUNIOR COLLEGES IN TERMS OF BUREAUCRATIC-COLLEGIAL SCALE

Code	Position	Responses by Question Number																		Position Rating	College Rating
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	
A	President	1	3	3	2	2	2	2	2	2	3	2	3	1	3	2	1	2	0	0	1.89
	Dean	4	4	4	2	2	2	2	0	3	3	2	3	3	3	1	3	1	1	0	2.26
	Chairman	1	N	N	0	2	2	2	2	2	3	1	3	3	1	1	1	1	0	0	1.47
B	President	1	3	1	3	2	2	2	0	3	-	-	1	1	3	2	0	2	1	0	1.59
	Dean	N	3	3	3	2	2	2	0	2	-	-	1	1	3	2	N	2	1	3	2.00
	Chairman	N	1	1	2	2	2	2	0	4	-	-	-2	3	-2	0	3	2	0	0	1.16
C	President	1	1	1	3	2	2	2	2	2	-	-	-2	3	3	2	2	2	1	1	1.65
	Dean	1	1	1	2	2	2	2	1	2	-	-	3	3	3	2	3	2	3	0	1.94
	Chairman	1	3	3	4	2	2	2	2	2	-	-	3	3	3	2	3	2	0	1	2.24
D	President	1	3	1	3	2	2	3	2	3	-	-	3	3	0	0	0	1	0	0	1.59
	Dean	1	1	1	2	2	3	2	1	4	-	-	-2	0	1	0	N	1	0	0	1.06
	Chairman	1	1	1	2	2	2	2	2	3	-	-	3	3	0	3	0	2	0	0	1.59
E	President	1	3	1	2	2	2	2	2	4	-	-	3	3	3	-1	3	2	2	1	2.06
	Dean	1	3	3	2	2	2	2	1	2	-	-	1	3	0	1	3	1	3	1	1.82
	Chairman	1	1	1	2	2	2	2	1	4	-	-	3	3	3	-2	2	2	2	0	1.71

N = no response

- = not applicable

TABLE 22 (Continued)

Code Position	Responses by Question Number																			Position Rating	College Rating
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19		
F President	1	1	1	2	2	2	2	0	2	-	-	-1	3	0	1	0	1	0	0	1.00	
Dean	1	1	1	1	2	2	2	0	3	-	-	1	3	3	3	0	2	3	0	1.65	
Chairman	1	1	1	2	2	2	2	0	3	-	-	-2	0	-2	0	2	2	0	0	0.82	1.16
G President	0	1	1	1	0	1	2	2	2	-	-	3	3	3	-2	2	2	0	0	1.24	
Dean	1	N	4	2	2	3	2	0	2	-	-	1	1	-2	-1	1	2	0	0	1.13	
Chairman	4	1	1	1	1	2	2	0	2	-	-	-1	3	2	2	2	2	0	0	1.41	1.26
H President	1	1	1	2	2	2	3	2	4	-	-	1	1	1	2	-2	2	1	0	1.41	
Dean	1	1	4	2	2	3	3	1	3	-	-	1	1	1	2	-1	2	0	0	1.53	
Chairman	1	3	1	2	2	3	3	2	3	-	-	1	1	0	2	1	2	3	0	1.76	1.57
I President	1	1	1	2	2	2	3	2	2	-	-	1	1	0	2	2	2	3	3	1.76	
Dean	1	1	1	2	2	2	2	2	4	-	-	2	1	N	2	1	2	1	3	1.75	
Chairman	1	1	0	2	2	2	2	2	2	-	-	1	1	N	0	0	2	0	0	1.13	1.55

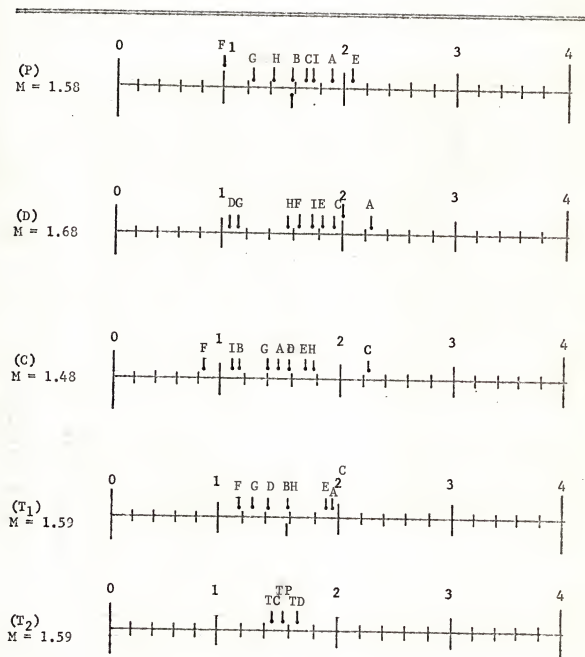


Figure 2: Placement of Colleges on Scale by Code Letters.

(P) - Presidents' rating of their institutions by responses; (D) - Deans' rating of their institutions by responses; (C) - Chairmen's rating of their institutions by responses; (T<sub>1</sub>) - Responses of President, Dean, and Chairman of each institution combined into one institutional rating for each institution; (T<sub>2</sub>) - Total responses of presidents combined into one rating for presidents (TP), total responses of deans combined into one rating for deans (TD), and total responses of chairmen combined into one rating for chairmen (TC).

Application of the Bureaucratic-Collegial Scale and Continuum  
to the Internal Organizational Structures of the  
Nine Junior Colleges

The application of the Bureaucratic-Collegial Scale and Continuum to the nine junior colleges studied further emphasizes the lack of agreement and/or understanding between the presidents, deans, and division chairmen as to the internal organizational structures of their colleges. This leaves a serious question as to the efficiency of such a misunderstood organizational structure.

As can be seen from Figure 2, the combined responses of the nine deans rated the nine junior colleges (collectively) more collegial in structure than either the combined responses of the presidents or the combined responses of the division chairmen. Combined responses of the division chairmen rated the nine junior colleges (collectively) more bureaucratic than did the two other echelons responding. The combined responses of the presidents was exactly the same as the mean of the total responses.

Figure 2 also reveals that only one president, one dean, and one division chairman (these three respondents were from three different junior colleges) rated their own institutions toward the collegial end of the Bureaucratic-Collegial Continuum, thus responding that their institutions were more collegial in internal organizational structure than bureaucratic. All other respondents from all other institutions indicate a strong tendency for all nine institutions to be more bureaucratic than collegial in internal organizational structure.

The total responses to each question used to apply the Bureaucratic-

TABLE 23

BUREAUCRATIC-COLLEGIAL RATINGS OF TOTAL RESPONSES TO EACH QUESTION  
USED IN BUREAUCRATIC-COLLEGIAL SCALE

Question Number	Question Rating
1	1.200
2	1.760
3	1.615
4	2.037
5	1.888
6	2.111
7	2.185
8	1.148
9	2.740
10	3.000*
11	1.666*
12	1.185
13	2.000
14	1.280
15	1.037
16	1.280
17	1.777
18	0.925
19	0.481

\*Only one institution responded.

Collegial Scale to the junior college structures were rated to indicate collective structural tendencies per question (Table 23, p. 103) Among the nine junior colleges, the process of determining the organizational structures of the junior colleges was rated consistently on the bureaucratic end of the continuum. Budget preparation and approvals of expenditures tended to fall near the mid-point of the continuum.

Faculty recruitment and the interviewing of teaching applicants was rated near the midpoint of the continuum, but final selection of faculty was very definitely bureaucratic in tendency. Evaluation of faculty tended to be slightly more collegial than bureaucratic in nature. Determination of admission policies and academic freedom policies fell definitely on the bureaucratic end of the continuum, with the determination of policies concerning suspensions and probations falling exactly on the mid-point. The settling of faculty disciplinary problems and the determination of required faculty office hours was very definitely a bureaucratic process, with the assignment of faculty teaching loads falling more near the mid-point of the continuum, but still on the bureaucratic side. The method of making committee assignments was very definitely bureaucratic in nature.



## CHAPTER IV

### CONCLUSIONS AND IMPLICATIONS

This study was an analysis of the internal organizational structures of nine selected public junior colleges in Florida. These nine junior colleges were chosen as a stratified random sample from the twenty public junior colleges which had been in operation for at least three years. The nine junior colleges ranged in size from a low student enrollment of 928 to a high student enrollment of 7,255. The nine were in three groups by enrollment: small, medium, and large.

The study was divided into four general steps, the first being a questionnaire-interview administered to the President, the Academic Dean, and a division chairman of each junior college. This was done in order to plot and clarify the organizational structure of each of the nine junior colleges.

The second step was a thorough examination of the published manuals and handbooks of each institution to further clarify the administrative structure and its operation with respect to decision-making, policy determination, and policy implementation. There was also an examination of the minutes of faculty meetings and committee meetings for the 1965-66 academic year. An attempt was made to determine the decision-making roles played by the faculty at large and by the various standing and ad hoc committees.

The third step was the development of the Bureaucratic-Collegial Scale and Continuum, using Weber and Johns as the opposing models. The nine junior colleges were then rated by the scale and placed on the

continuum to show bureaucratic or collegial tendencies in organizational structure.

The fourth step was to draw conclusions and implications from the findings. In the following portions of this chapter, the principal conclusions and implications are presented.

#### The Establishment and Review of the Internal Organizational Structures

According to the published college manuals, the President is charged by the Advisory Committee with the responsibility for the establishment, review, and revision of the internal organizational structure of the junior college. This fact was reflected very strongly in the responses from the questionnaire that the administration was responsible for any revisions that have occurred and for any ongoing review of such structure.

All the junior colleges studied had internal organizational charts which were printed and distributed to personnel. All the institutions had substantially revised their organizational charts and internal organizational structures since their original adoption. There was a strong disagreement and lack of understanding noted in the junior colleges concerning when and how the internal organizational structures were first adopted and concerning when and how such structures were reviewed and/or revised.

There was a wide difference of opinion as to the administrative echelons that have been and that should be involved in such review and/or revision. Responses to the Internal Organizational Structures Question-

naire compared with published manuals lead to the conclusion that there is very little planned review and/or revision and that what review and/or revision does occur comes about as the reaction to an immediate need or problem to be solved. This practice does not reflect sound, long-range planning.

As institutions grow in size and complexity, there appears to be very limited examination of their internal organizational structures in terms of position proliferation. This is particularly true with regard to involving the total institution in such review. The apparent tendency to obey "Parkinson's Law" becomes a problem for any institution when the increase in the number of officials creates communications problems, when it creates greater "distance" from the top echelon to the bottom echelon of the college, and when there is no measurable increase in service as a result of the position additions.

#### Functions of the President

The President serves as the chief executive officer of the junior college, directly responsible to the Superintendent of Public Instruction, and through him to the County Board of Public Instruction. The President also serves as the Executive Secretary to his College Advisory Committee. His chief responsibilities include the structuring and staffing of the college and the overall supervision of its activities.

There is a strongly-noted tendency to place ultimate responsibility for every facet of the college in the hands of the President in the form of a detailed job description. This form of placing responsibility favors a bureaucratic structure, since one aspect of a bureaucracy is the assumption that the chief executive officer is ultimately and personally

responsible for everything.

#### Functions of Subordinate Administrators and Staff

The job descriptions of subordinate administrators largely reflect a division of the President's responsibilities into smaller "doses." The job descriptions for all administrative echelons spell out duties far more than they do authority and/or responsibility. Very few of these job descriptions reflect any uniqueness on the part of the institutions, but rather they seem to be copied from each other or from the state guidelines.

Through personal comments of the people interviewed during the visitations, the researcher noted a tendency to create positions around people instead of functions or areas of responsibility. The result of such organization in these institutions was not "healthy" for the junior colleges, since line officers were being retained with the institutions while some of their major responsibilities were taken from them and placed under other administrators. The reason given the researcher most often for doing this was that the line officer was incompetent to handle these functions.

The tendency with smaller institutions is to have three administrators at the dean's level in the academic, business, and student personnel areas. Larger junior colleges tended to increase the number of deans and/or line officers at this level, and also tended to add deans at the third echelon, normally where division chairmen appeared in the smaller institutions. This, in effect, places one additional echelon or power level in the hierarchy between the lowest and highest echelons,

normally where division chairmen appeared in the smaller institutions. This, in effect, places one additional echelon or power level in the hierarchy between the lowest and highest echelons, thus reducing effective communications and increasing barriers between echelons.

The chief function of subordinate administrators are summarized in the following paragraphs.

#### Academic Dean

The tendency in Florida's public junior colleges is for the Academic Dean to serve as the second-in-command or the second highest executive officer of the institution. The trend seems to be to house all instructional and faculty activities under one Academic Dean, with subdivisions or functions as needed by the individual institution and situation.

#### Dean of Students

Florida's public junior colleges tend to place the Dean of Students at the second echelon, reporting directly to the President. There is also a marked tendency to place the admissions, records, orientation, testing, advisement, counseling, health services, and registration functions under this dean. The admissions and records functions are usually performed by noncertified clerical or secretarial personnel, since they simply carry out institutional policy in these areas and do not set policy.

#### Dean of Administration

The tendency, particularly in smaller institutions, is to house the business and supportive services functions under one administrator at the

dean's level, directly under the President. This, in effect, places personnel in the administrative services functions in line officer positions on equal administrative status with academic deans and deans of students. From the descriptions given for such positions, it would appear, however, that the dean of administration is really a staff position rather than a line position.

#### Director of Evening Programs

Each institution tries to cope with its own unique situation with respect to evening programs and adult and/or continuing education. Such programs, in general, tend to occupy a somewhat low and obscure status within the administrative frameworks of the institutions studied. From the junior colleges studied, no tendency for organization can be noted beyond the placement of these functions under the Academic Dean.

#### Division Chairmen

The indicated tendency is to use division chairmen in semi-administrative or administrative capacities, with the greater part of their workload remaining as instruction in the classroom. The responses on the questionnaires leave some doubt about just how much administrative authority and responsibility these chairmen actually have. The responsibilities variously assigned to these people include many critical areas, among them faculty recruitment, faculty evaluation, budget requests, instructional improvement, and program supervision. It is somewhat difficult with certain junior colleges to determine whether these chairmen are "go-betweens" and "figureheads" or "real" chairmen of departments and divisions.

### Assistant to the President

The functions of public relations and research are usually placed under the President as staff positions. As the institutions increase in size, these functions tend to become a part of an additional staff position usually titled Assistant to the President. These latter positions in the larger institutions usually have increased responsibilities, including such areas as planning, institutional articulation, and plant planning in addition to public relations and research.

### Selection of Administrators

State Board of Education regulations specify that the junior college president is to be recommended by the College Advisory Committee and approved by the Board of Public Instruction and the State Board of Education. The President, in turn, chooses his administrators and staff in accordance with the internal organizational structure he sets up and its accompanying position responsibilities.

Faculty generally have no voice in the selection of presidents, deans, or division chairmen in the various junior colleges, and neither do they have very much voice in the selection of their fellow teachers.

### Required Academic Preparation of Junior College Administrators and Staff

The level and extent of required training and competence for Florida's junior college administrators is largely determined by the individual junior colleges. There are very few written policies on this subject as can be noted in the following summaries.

### The President

The unwritten policy of the State Department of Education is that the President must have a Doctorate, but this is not in writing in either the published manuals of the institutions studied or the State Department of Education regulations. State Department of Education regulations do specify that the Master's is the minimum for this position. The presidents of all nine junior colleges studied had Doctorates.

### Second Echelon Administrators and Staff

The Doctorate is also indicated by questionnaire responses as the minimum educational requirement for academic deans and the desirable minimum for deans of students, but these facts were not borne out in writing in the published manuals of the institutions. In the junior colleges studied, there were more academic deans holding Doctorates than there were deans of students holding Doctorates. There was ample evidence to indicate that the Doctorate was strongly preferred for academic deans, but that this requirement was not considered as critical for deans of students.

There are no uniform minimum educational requirements specified for deans of administration. In one institution, where the Business Manager reported directly to the President, the educational attainment of the Business Manager was below a Bachelor's. In another institution, where all business and supportive services were under a dean of administration this dean held a Doctorate.

### Third Echelon Administrators and Staff

There were no minimum educational requirements specified for



positions as Director of Evening Programs, Director of Research, Director of Public Relations, or Assistant to the President.

The Master's is indicated by questionnaire responses as the minimum educational requirement for division chairmen, though this is not verified in the published manuals of any of the institutions. The stated and published tendency is for the Master's to be the minimum educational requirement for teaching in the academic subject areas, though the Bachelor's was mentioned by three deans as the minimum for teaching in the technical subject areas. From this viewpoint, the Master's or the Bachelor's might be considered as minimum for division chairmen, depending upon the subject area and college in question. It is possible that the minimum requirement for this area is in process of being increased.

#### Policy Determination in the Internal Organizational Structure

Questionnaire responses reveal that academic policies are generally determined by the faculty. However, there is enough evidence to the contrary to warrant concern in the area of academic policy determination. There is some evidence that Florida's public junior college faculties are not aware of their specific roles in policy determination, and policy manuals and faculty manuals leave much to be desired by way of clarification and explanation.

#### Policy Implementation Within the Internal Organizational Structure

Inherent in the tendency (noted previously) to place ultimate responsibility in the hands of the President is the tendency for him ultimately to make the final decisions. This is done in many forms in

the institutions studied, ranging from referrals or recommendations on all matters to the President, to the President making the decisions and passing them down through the administrative channels without consulting anyone. Two crucial areas influenced by the decision-making process are noted in the following paragraphs.

#### Budget Development and Administration

The building of the yearly division or department budget normally begins at the division chairman's level. Responses from questionnaires and information gained from published manuals would indicate that the Business Manager and the President play very crucial roles in budget formulation. Approval of requisitions for budgeted items, once the budget is approved and effective, rests with the Division Chairman (and heads of offices), the Dean or Deans, the Business Manager, and the President. The general attitude among respondents was that far too many people were involved in the process of approving something that had, in effect, already been approved in the annual budget. It was suggested by some respondents that unnecessary position approvals be eliminated from the requisition-purchasing procedures of junior colleges in order to speed up and simplify the process of purchasing needed materials and supplies.

#### Faculty Recruitment, Selection, Evaluation, and Supervision

Though the process is somewhat vague and ill-defined, faculty recruitment originates predominantly with the division chairmen, with deans and presidents playing heavy roles in the process. The process

of interviewing applicants for faculty positions rests with the President, the Academic Dean, and the Division Chairman, but very seldom with any other members of the faculty. The President is pointed out as the one making final selection of faculty, with the Academic Dean and division chairmen playing minor roles in this process. No faculty recruitment committee was found in the junior colleges studied, and only one junior college indicated any formally structured system whereby the individual faculty met with and/or interviewed teaching applicants.

The Academic Dean plays the chief role in faculty evaluation, with division chairmen playing secondary roles. Student evaluation of instruction is very limited, both in scope and in the number of institutions utilizing such techniques. Only one institution had any system of professorial rank, and no junior college studied had a faculty senate or formally structured faculty organization. Faculty disciplinary problems were settled by various people, ranging from the Division Chairman all the way to the County Board of Public Instruction, but primarily such problems were settled by the Academic Dean or the President.

Faculty have required office hours in addition to their teaching hours, and the Academic Dean is chiefly responsible for determining these hours. There was also ample evidence in certain institutions to indicate that the County Board established the number of required office hours for faculty. This was often done on an arbitrary "so many hours per week" basis. Faculty teaching loads each term are generally determined by the Academic Dean and his division chairmen.

Responses to the questionnaires indicate that the President usually

presides at regularly-scheduled or called faculty meetings, and that the reason given most often for calling faculty meetings is to disseminate general information. Ranking second to this was policy information and discussion.

### 63 The Function and Composition of Committees

Though committees could logically have been discussed in any one of several previous sections of this chapter, it is believed that the functions, powers, and structures of junior college committees are such crucial parts of the organizational structure that committees deserve separate and distinct discussion.

Standing college or faculty committees are used by all junior colleges studied, and the members are usually appointed by the President. Ad hoc committees are also used by all the institutions, and these members are also appointed by the President. The function of committees mentioned most often was to make recommendations to higher authority.

There was a tendency in some of the junior colleges to have a "committee for everything." While this practice involves more college personnel in more decision-making areas, it also adds a delay factor in many avenues of communications and involves a massive duplication of effort in many areas. Certain functions which require committee action on a very limited scale could be combined with larger committee functions under one committee in a related area.

Standing college committees did not always have broad college representation. Standing faculty committees were not always faculty committees in effect. The use of administrators as permanent chairmen

or in positions of strong control of faculty committees is questionable in terms of the effectiveness of such committees as faculty committees. In some instances, teaching faculty were noticeably excluded from certain committees which vitally involved teaching faculty. Vital areas of concern here were Faculty Affairs and Academic Affairs.

Deans of students and faculty committees are generally charged with determining admissions policies, but there are indicated tendencies for the County Boards of Public Instruction to play a very strong role in the process. Policies concerning suspensions and probations are generally determined by a committee (faculty or administrative) as recommendations to the President. Policies concerning academic freedom are determined pretty much by such a committee and the President. There are also indications that there were no written policies concerning academic freedom in some institutions, and the researcher noted concern for the lack of such policies in several of these institutions.

Though questionnaire responses strongly indicate student representation on many standing college or faculty committees, the published manuals of the junior colleges did not bear this out. The standing committee most often having student representation was the Student Affairs Committee, probably because this is normally the committee with responsibility for the student activity budgets. Student representatives are usually elected by the student body or appointed by Student Personnel. The lack of student representation on college committees appears to be very much in conflict with recent administrative research, attitudes, and theories concerning student participation in shaping their academic and social environments.

### <sup>5</sup>Limitations on the Internal Decision-Making of Junior Colleges

There is a noted tendency in several junior colleges for the County Boards of Public Instruction to play heavy roles in the setting of institutional policy regarding admissions, suspensions, probations, finance, and personnel. Comments were noted on several occasions by the researcher during the visitations that these county boards were not as fully aware of or in sympathy with the "open door" policies, philosophy, objectives, and various programs of the junior colleges as they should be to serve effectively as the governing boards. Such boards certainly serve as limiting factors on the decision-making power of the internal structures.

The State Department of Education also places certain restrictions on junior colleges, and thus there is an additional limitation on the internal decision-making power and process. However, since this study dealt only with the internal organizational structure and process, no attempt was made to analyze the external organizational structures surrounding the junior colleges.

### <sup>7</sup>General Typology of the Internal Organizational Structures

There is a strong tendency for Florida junior colleges to be more bureaucratic than collegial in their organizational structures and administrative behavior. The application of the Bureaucratic-Collegial Scale and Continuum to the internal structures studied revealed that the division chairmen tended to rate their junior colleges more bureaucratic than did either the presidents or the deans.

When the total responses to each question used to apply the Bureaucratic-Collegial Scale to the junior college structures were rated, the method of making committee assignments was rated more bureaucratic than any other area questioned. The area ranking second to this in bureaucratic tendencies was the process of settling faculty disciplinary matters, and next (moving toward the mid-point of the continuum from the bureaucratic end) was the final selection of faculty.

The area rated more collegial than any other (on the basis of total responses) was the evaluation of teaching. Much less collegial than evaluation of teaching but still falling on the collegial side of the continuum were faculty recruitment and the interviewing of teaching applicants.

#### ✓ Some Implications of the Findings of This Study

The evidence collected during the course of this study indicates that a number of Florida's public junior colleges would find it desirable to critically appraise their systems of evaluating and revising internal organizational structures. The organizational guidelines of the Division of Community Junior Colleges (2) recommend that the total staff be involved in such evaluation, review, and revision. There is a strong question as to whether or not the junior colleges are living up to the spirit or the letter of these guidelines.

The researcher noted in a number of junior colleges a serious lack of agreement and/or understanding between the President, the deans, and the division chairmen, concerning the actual workings of the organizational structure under which they were operating. It would seem that

this lack of agreement and/or understanding could be greatly reduced by the participation of all echelons or levels within the institution in reviewing and revising the existing organizational structure.

The data gathered also suggest that there is not a clear delegation of authority and responsibility to subordinates within a number of junior colleges. Recognized authorities on administration and organization cited previously in this study recommend a clear delineation of the decision-making responsibility and process.

There is enough evidence of the retention of individuals in critical administrative and staff positions long after they become ineffective in performance and institutional relationships to warrant presidents reconsidering the use of such practices. Perhaps better in-service training programs, better human relations practices, better delegation of authority and responsibility, and better selection procedures would aid in alleviating the problem.

From the comments made to the researcher during the study there would seem to be enough evidence of a problem of misunderstood position roles to warrant the junior colleges reexamining their relationships to and with their County Boards of Public Instruction and College Advisory Committees. This could possibly be mutually beneficial in producing better understanding between all parties of their respective roles in the administrative process. There is ample evidence that County Boards and Advisory Committees not only strongly influence the initial setting up of Florida's junior college internal organizational structures, but also strongly influence the decision-making once the structure is established.



The evidence in this study reveals a general tendency for Florida's public junior colleges to be more bureaucratic than collegial in organizational structure. Yet the general trend in leading junior colleges and universities seems to be to become more collegial in structure. Florida's public junior colleges may find that the development of their programs and their contributions to higher education would be enhanced by their turning to more collegial structures. The "simplest" structures as described by the State Department of Education (2) may not be the "best" in terms of desirable outcomes. A bureaucratic structure is the simplest because one structure serves two purposes (determination and implementation), whereas the collegial structure must have two internal structures to do the same thing.

It would seem, therefore, that the area of junior college organizational structure becomes one needing further study and analysis. The Bureaucratic-Collegial Scale and Continuum herein developed could be applied to additional junior colleges, and the results of such an application could be examined in terms of the productivity and/or efficiency of collegial and bureaucratic structures. Another question which has not been answered in junior college education is whether or not a junior college's organizational structures can be too collegial or too bureaucratic in terms of productivity and/or efficiency.

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## APPENDICES

## APPENDIX A

## QUESTIONNAIRE (\_\_\_\_\_)

## INTERNAL ORGANIZATIONAL STRUCTURES

PLEASE ANSWER ALL QUESTIONS COMPLETELY

1. Does your junior college have an internal organizational chart?  
☐ Yes  
☐ No
2. Does your junior college generally function as detailed in the internal organizational chart?  
☐ Yes  
☐ No
3. Who set up your junior college's organizational chart (CHECK THE MOST APPROPRIATE RESPONSE)?  
☐ Don't know  
☐ Administration  
☐ Students  
☐ Faculty  
☐ Jointly determined by Administration, Faculty, and Students  
☐ Other (please specify) \_\_\_\_\_
4. When was your original internal organizational structure adopted?  
\_\_\_\_\_
5. Has your internal organizational structure been revised substantially since its original adoption?  
☐ Yes  
☐ No
6. If "Yes" to Number 5, above, who participated in the review and revision (CHECK THE MOST APPROPRIATE RESPONSE)?  
☐ No review or revision  
☐ Administration  
☐ Faculty  
☐ Students  
☐ Joint (Administration, Faculty, and Students)
7. Who conducts periodic review of the organizational structure of your junior college (CHECK THE MOST APPROPRIATE RESPONSE)?  
☐ No periodic review  
☐ Administration  
☐ Faculty  
☐ Students  
☐ Joint Review (Administration, Faculty, and Students)



8. What are the minimum educational requirements for an administrative position as Academic Dean?  
☐ Bachelor's  
☐ Master's  
☐ Doctor's
9. What are the minimum educational requirements for an administrative position as Dean of Students?  
☐ Bachelor's  
☐ Master's  
☐ Doctor's
10. What are the minimum educational requirements for an administrative position as Division Chairman?  
 ACADEMIC SUBJECTS:  
☐ Bachelor's  
☐ Master's  
☐ Doctor's  
 TECHNICAL SUBJECTS:  
☐ Bachelor's  
☐ Master's  
☐ Doctor's
11. What are the minimum educational requirements for a position as Assistant to the President?  
☐ Do not have such a position  
☐ Bachelor's  
☐ Master's  
☐ Doctor's
12. Who initiates your yearly Divisional or Departmental Budget (CHECK THE MOST APPROPRIATE RESPONSE)?  
☐ Individual faculty  
☐ Division or Department Chairmen  
☐ Business Manager  
☐ Dean of Administration  
☐ Academic Dean  
☐ President
13. Who has authority for final budget approval WITHIN THE INSTITUTION?  
☐ President  
☐ Academic Dean  
☐ Dean of Administration  
☐ Business Manager  
☐ Division or Department Chairmen
14. Who approves budgeted Division or Department expenditures once the budget is approved and effective (CHECK AS MANY AS APPLY)?  
☐ Division or Department Chairmen  
☐ Business Manager  
☐ Dean of Administration  
☐ Academic Dean  
☐ President

15. With whom does faculty recruitment originate (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Recruitment Committee
  - ☐ Individual faculty
  - ☐ Other (please specify) \_\_\_\_\_
16. Who interviews applicants for instructional positions (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Recruitment Committee
  - ☐ Individual faculty
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
17. Who makes final selection of faculty (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Recruitment Committee
  - ☐ Individual Faculty
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
18. Who evaluates faculty teaching at your institution (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Committee
  - ☐ Individual faculty
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
19. Does your junior college have a system of professorial rank?
- ☐ Yes
  - ☐ No
20. If "Yes" to Number 19, above, who was responsible for establishing the ranking system (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Committee
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_

21. If "Yes" to Number 19, above, who determines the ranking of the individual instructors (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairman
  - ☐ Faculty Committee
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
22. Does your junior college have a faculty senate?
- ☐ Yes
  - ☐ No
23. If "Yes" to Number 22, above, who are members of the faculty senate (CHECK AS MANY AS APPLY)?
- ☐ Administrative personnel
  - ☐ Faculty elected by faculty
  - ☐ Faculty by rank
  - ☐ All faculty
  - ☐ Appointed by Division Chairmen
  - ☐ Appointed by Administration
  - ☐ Other (please specify) \_\_\_\_\_
24. If "Yes" to Number 22, above, does your faculty senate make
- ☐ Final decisions
  - ☐ Recommendations to the Administration
  - ☐ Other (please specify) \_\_\_\_\_
25. If "Yes" to Number 22, above, to whom does the senate report (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Other (please specify) \_\_\_\_\_
26. Does your junior college have regularly-scheduled, college-wide faculty meetings?
- ☐ Yes
  - ☐ No
27. For what purposes are college-wide faculty meetings called (PLEASE LIST THREE PRINCIPAL PURPOSES IN RANK ORDER)?
1. \_\_\_\_\_
  2. \_\_\_\_\_
  3. \_\_\_\_\_

28. Who conducts your college-wide faculty meetings (CHECK THE MOST APPROPRIATE RESPONSE)?  
☐ President  
☐ Academic Dean  
☐ Faculty member  
☐ Other (please specify) \_\_\_\_\_
29. Who determines Admissions Policy?  
☐ County BPI  
☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty Committee  
☐ Other (Please specify) \_\_\_\_\_
30. Who determines policy concerning probations and suspensions?  
☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty Committee  
☐ Other (please specify) \_\_\_\_\_
31. Who determines policy on academic freedom?  
☐ County BPI  
☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty Committee  
☐ Other (please specify) \_\_\_\_\_
32. What part does the total faculty play in academic policy determination?  
☐ Completely determined by faculty or senate  
☐ Greatly determined by faculty or senate  
☐ Faculty or senate has little to say about it
33. Who is responsible for settling faculty disciplinary problems (CHECK AS MANY AS APPLY)?  
☐ County BPI  
☐ County Superintendent  
☐ President  
☐ Academic Dean  
☐ Division or Department Chairmen  
☐ Faculty Committee  
☐ Other (please specify) \_\_\_\_\_
34. Does your faculty have required office hours in addition to their required teaching hours?  
☐ Yes  
☐ No

35. If "Yes" to Number 34, above, then who determines required faculty office hours?
- ☐ County BPI
  - ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Individual faculty member
  - ☐ Total faculty or senate
  - ☐ Other (please specify) \_\_\_\_\_
36. Who assigns faculty teaching loads each term (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Other (please specify) \_\_\_\_\_
37. Does your junior college have regular or standing faculty committees in addition to ad hoc committees?
- ☐ Yes
  - ☐ No
38. What regular or standing faculty committees does your junior college have (CHECK AS MANY AS APPLY)?
- ☐ Student Affairs
  - ☐ College Budget
  - ☐ Ceremonies
  - ☐ Admissions
  - ☐ Faculty Affairs
  - ☐ Faculty Grievance
  - ☐ Faculty Recruitment
  - ☐ Catalog
  - ☐ Curriculum
  - ☐ Library
  - ☐ Other (please specify) \_\_\_\_\_
39. If your junior college has regular or standing faculty committees, check the methods used to make committee appointments or assignments (CHECK AS MANY AS APPLY)?
- ☐ Appointed by President
  - ☐ Appointed by Academic Dean
  - ☐ Appointed by Dean of Students
  - ☐ Appointed by Division or Department Chairmen
  - ☐ Elected by faculty or senate
  - ☐ Elected by Division or Department members
  - ☐ Volunteering by individual faculty members
  - ☐ Other (please specify) \_\_\_\_\_

40. Are ad hoc committees sometimes appointed to deal with special college-wide problems and issues?  
☐ Yes  
☐ No
41. If "Yes" to Number 40, above, list three ad hoc committees appointed from July 1, 1960 to June 30, 1966.  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
42. Who appointed the ad hoc committees in Number 41, above (CHECK AS MANY AS APPLY)?  
☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty or senate  
☐ Other (please specify) \_\_\_\_\_
43. What are the functions of a faculty committee at your junior college (CHECK AS MANY AS APPLY)?  
☐ Make recommendations to higher authority  
☐ Make final decisions in their area of responsibility  
☐ Make recommendations to the faculty at large  
☐ Other (please specify) \_\_\_\_\_
44. If your junior college has a faculty grievance committee, what are its functions (CHECK AS MANY AS APPLY)?  
☐ Hear faculty grievances and recommend action to higher authority  
☐ Hear faculty grievances and take final action  
☐ Other (please specify) \_\_\_\_\_
45. Does the faculty have any formally-constituted voice in the selection of a Dean or President?  
☐ Yes  
☐ No
46. Does the faculty have any formally-constituted voice in the selection of a Division or Department Chairman?  
☐ Yes  
☐ No
47. Does your junior college have a Student Government Association whose officers are elected by the students?  
☐ Yes  
☐ No

48. Does your junior college have student representation on college or faculty committees?

☐ Yes

☐ No

49. Which faculty or college committees do student representatives serve on (CHECK AS MANY AS APPROPRIATE)?

☐ Admissions Committee

☐ Student Affairs

☐ College Budget

☐ Ceremonies

☐ Academic Standards

☐ Faculty Affairs

☐ Faculty Grievance

☐ Faculty Recruitment

☐ Catalog

☐ Curriculum

☐ Library

☐ Serve on no faculty or college committee

☐ Other (please specify) \_\_\_\_\_

50. If your college has student representation on faculty or college committees, how are the students chosen for these positions?

☐ Elected by the student body

☐ Appointed by Student Personnel Office

☐ Appointed by the committee they are to serve on

☐ Other (please specify) \_\_\_\_\_

## APPENDIX B

QUESTIONS USED TO CHARACTERIZE THE INDICATED DECISION-MAKING  
AREAS OF THE JUNIOR COLLEGES

1. Who set up your junior college's organizational chart (CHECK THE MOST APPROPRIATE RESPONSE)?
  - ☐ Don't know
  - ☐ Administration
  - ☐ Faculty
  - ☐ Students
  - ☐ Jointly determined by Administration, Faculty, and Students
  - ☐ Other (please specify) \_\_\_\_\_
2. Who participated in the review and revision of your organizational structure (CHECK THE MOST APPROPRIATE RESPONSE)?
  - ☐ No review or revision
  - ☐ Administration
  - ☐ Faculty
  - ☐ Students
  - ☐ Joint (Administration, Faculty, and Students)
3. Who conducts periodic review of the organizational structure of your junior college (CHECK THE MOST APPROPRIATE RESPONSE)?
  - ☐ No periodic review
  - ☐ Administration
  - ☐ Faculty
  - ☐ Students
  - ☐ Joint Review (Administration
  - ☐ Faculty
  - ☐ Students
  - ☐ Joint Review (Administration, Faculty, and Students)
4. Who initiates your yearly Divisional or Departmental Budget (CHECK THE MOST APPROPRIATE RESPONSE)?
  - ☐ Individual faculty
  - ☐ Division or Department Chairmen
  - ☐ Business Manager
  - ☐ Dean of Administration
  - ☐ Academic Dean
  - ☐ President
5. Who approves budgeted Division or Department expenditures once the budget is approved and effective (CHECK AS MANY AS APPLY)?
  - ☐ Division or Department Chairmen
  - ☐ Business Manager
  - ☐ Dean of Administration
  - ☐ Academic Dean
  - ☐ President



6. With whom does faculty recruitment originate (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Recruitment Committee
  - ☐ Individual faculty
  - ☐ Other (please specify) \_\_\_\_\_
7. Who interviews applicants for instructional positions (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Recruitment Committee
  - ☐ Individual faculty
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
8. Who makes final selection of faculty (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Recruitment Committee
  - ☐ Individual faculty
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
9. Who evaluates faculty teaching at your institution (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Committee
  - ☐ Individual faculty
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
10. Who was responsible for establishing your professorial ranking system (CHECK AS MANY AS APPLY)?
- ☐ President
  - ☐ Academic Dean
  - ☐ Division or Department Chairmen
  - ☐ Faculty Committee
  - ☐ Students
  - ☐ Other (please specify) \_\_\_\_\_
11. Who determines the ranking of the individual instructors (CHECK AS MANY AS APPLY)?

☐ President  
☐ Academic Dean  
☐ Division or Department Chairmen  
☐ Faculty Committee  
☐ Students  
☐ Other (please specify) \_\_\_\_\_

12. Who determines Admissions policy?

☐ County BPI  
☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty Committee  
☐ Other (please specify) \_\_\_\_\_

13. Who determines policy concerning suspensions and probations?

☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty Committee  
☐ Other (please specify) \_\_\_\_\_

14. Who determines policy on academic freedom?

☐ County BPI  
☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty Committee  
☐ Other (please specify) \_\_\_\_\_

15. Who is responsible for settling faculty disciplinary problems (CHECK AS MANY AS APPLY)?

☐ County BPI  
☐ County Superintendent  
☐ President  
☐ Academic Dean  
☐ Division or Department Chairmen  
☐ Faculty Committee  
☐ Other (please specify) \_\_\_\_\_

16. Who determines the required faculty office hours at your junior college?

☐ County BPI  
☐ President  
☐ Academic Dean  
☐ Division or Department Chairmen  
☐ Individual faculty member  
☐ Total faculty or senate  
☐ Other (please specify) \_\_\_\_\_

17. Who assigns faculty teaching loads each term (CHECK AS MANY AS APPLY)?  
☐ President  
☐ Academic Dean  
☐ Division or Department Chairmen  
☐ Other (please specify) \_\_\_\_\_
18. Check the methods used to make committee appointments of assignments to standing committees (CHECK AS MANY AS APPLY)?  
☐ Appointed by President  
☐ Appointed by Academic Dean  
☐ Appointed by Dean of Students  
☐ Appointed by Division or Department Chairmen  
☐ Elected by Faculty or Senate  
☐ Elected by Division or Department members  
☐ Volunteering of individual faculty members  
☐ Other (please specify) \_\_\_\_\_
19. Who appointed the ad hoc committees used by your junior college (CHECK AS MANY AS APPLY)?  
☐ President  
☐ Academic Dean  
☐ Dean of Students  
☐ Faculty or senate  
☐ Other (please specify) \_\_\_\_\_

### BIOGRAPHICAL SKETCH

Horace Jimmie Burnette was born December 7, 1934, at Jennings, Florida. He was graduated from Gainesville High School Gainesville, Florida, in June, 1952. In June, 1956, he received the degree of Bachelor of Arts from Atlantic Christian College. Mr. Burnette received the degree of Master of Education from the University of Florida in January, 1959, after having entered the United States Army Counter Intelligence Corps in August, 1958. He was honorably released from active duty in 1961, with the award of the Commendation Ribbon for Meritorious Service.

From 1961 to 1963, he was Professor of English and Speech at Manatee Junior College. In August, 1963, Mr. Burnette enrolled in the doctoral program of the University of Florida College of Education, under a Kellogg Fellowship in Junior College Administration and a grant-in-aid from Manatee Junior College. After completion of the course work for the Doctor of Education degree in 1964, he became Assistant Dean of the Division of Radio and Television, the Florida Institute for Continuing University Studies. In October, 1965, Mr. Burnette assumed the position of Academic Dean at Edison Junior College, which position he presently occupies.

Horace Jimmie Burnette is married to the former Virginia Ann Walstrom and is the father of two daughters. He is a member of the National Education Association, the Association of Higher Education, and Phi Delta Kappa.

This dissertation was prepared under the direction of the chairman of the candidate's supervisory committee and has been approved by all members of that committee. It was submitted to the Dean of the College of Education and to the Graduate Council, and was approved as partial fulfillment of the requirements for the degree of Doctor of Education.

December 17, 1966

Kimball Wiles G. McSallier  
Dean, College of Education

\_\_\_\_\_  
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